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Operational activities of the United Nations for international development cooperation: reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund, the United Nations Children's Fund and the World Food Programme

Annual report of the Executive Director of the World Food Programme, 1998

Note by the Secretary-General

The Secretary-General has the honour to transmit to the Economic and Social Council the annual report of the Executive Director of the World Food Programme (WFP). The report, which has been prepared in accordance with Council resolution 1998/27 of 28 July 1998, includes information on key initiatives undertaken by WFP arising from the implementation of the United Nations reform programme; information on WFP implementation of the triennial comprehensive policy review of operational activities for development; and a mid-term review of the implementation of WFP commitments to women and the relevant decision of the Executive Board thereon.

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* E/1998/100 and Add.1.

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Executive Board
Annual Session

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ANNUAL REPORT OF THE EXECUTIVE DIRECTOR: 1998

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Annual Report of the Executive Director: 1998

Note to the Executive Board

The Secretariat invites members of the Executive Board who may have questions of a technical nature with regard to this document, to contact the WFP staff members listed below, preferably well in advance of the Board session. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).

Note on documentation

Pursuant to General Rule VII.2, each year the Executive Director submits an Annual Report to the Executive Board for its consideration and approval.

General Assembly resolution 53/192 notes that the Executive Boards of United Nations Funds and Programmes should ensure that the heads of these Funds and Programmes include in their Annual Reports to the Economic and Social Council (ECOSOC), prepared in accordance with ECOSOC resolution 1994/33, a thorough analysis of problems encountered and lessons learned, with emphasis on issues arising from implementation of the Secretary-General's Reform Programme, the Triennial Policy Review and follow-up to the conferences, to allow the Council to fulfil its coordinating role.

In accordance with guidance received from ECOSOC and the United Nations General Assembly, at its First Regular Session of 1999, the Executive Board decided:

a) to include lessons learned and priority issues in the Annual Report of the Executive Director;

b) to attach to the Annual Report of the Executive Director addenda on some of the main issues such as United Nations reform, implementation of the Triennial Policy Review, and follow-up to major United Nations Conferences and Summits; and

c) recognizing that the Programme has limited capacity to ensure follow-up to all Conferences and Summits, to follow up and report on implementation of Plans of Action adopted at the following Conferences or Summits:

   - World Food Summit
   - Fourth World Conference on Women
   - World Conference on Education for All
   - World Summit for Social Development

In line with this decision, the following appendices accompany this Annual Report:

WFP/EB.A/99/3-A/2 Issues arising from the implementation of the United Nations Secretary-General's Reform Programme

WFP/EB.A/99/3-A/3 Implementation of the provisions of the Comprehensive Triennial Policy Review, Follow-up to major United Nations Conferences and Summits, and Follow-up to special economic, humanitarian and disaster relief assistance

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Foreword

Hunger is a violation of human dignity. It is an impediment to social, political and economic progress. Hunger and the risk of starvation prevent the poor from mastering new skills, adopting beneficial new technology, and otherwise taking advantage of development opportunities. Unless we break the cycle of hunger, the next generation will be caught in the same trap.

It is all the more worrying, therefore, that despite significant reductions in hunger and malnutrition in some developing regions, there has been no significant change in the number of chronically undernourished people overall. Two years after the World Food Summit, little progress has been made toward meeting the Summit's main target of halving the number of undernourished by the year 2015, and 830 million people in the developing world continue to suffer from a lack of sufficient food to eat on a daily basis.

Globally there is enough food to feed the world. But to our shame, we live in a world where food rots and people starve. If we are to ensure nutritional well-being, every individual must have access at all times to sufficient supplies of a variety of safe, good-quality foods.

The work of the World Food Programme is vital in the struggle to reduce hunger. The Programme's work in getting relief food to starving people is well recognized and well reported. This work is undertaken by dedicated staff, often at considerable risk. We should not forget that in 1998 twelve WFP staff members lost their lives in the service of the Programme.

Less well known is the work of WFP in preventing and reducing hunger through its development assistance. Poverty is the most universal cause of hunger. WFP development assistance tackles poverty directly, by delivering food into the hands of the poorest, often women and children. In this way WFP achieves a double benefit that is probably unique: it helps poor people meet their food needs today, while participating in development activities that will enable them to meet their own food needs tomorrow.

In the age of the sound bite, it is often easier to get resources for emergencies than for development. Yet effective development interventions increase people's resilience to shocks, and so reduce the need for future emergency assistance. Those of us who live in countries with sufficient food often take this for granted. But for the one sixth of the world's population who are chronically undernourished, economic and social development can come only after their food needs have been met.

We have an obligation to ensure that every child—not just the lucky ones—is born into a world where it may live with health and dignity. This is the vision of the World Food Programme's development assistance. It should be the inspiration of us all.

Kofi A. Annan
Secretary-General
United Nations

Jacques Diouf
Director-General
Food and Agriculture Organization
of the United Nations

Preface

The year 1998 was marked by an unprecedented combination of events that pushed up world hunger levels: climatic catastrophes like Hurricane Mitch in Central America and the Caribbean, and widespread floods in Asia; economic collapse in Indonesia; a resumption of bitter civil wars in Angola, Guinea-Bissau, Kosovo and Sierra Leone; and steady, long-term conflict, as in Somalia and southern Sudan, which slowly drains the ability of civilian populations to survive.

Economic emergencies emerged as a significant factor in 1998. In Indonesia, the economic crisis resulted in massive shortages of food and created a new population of hungry poor from the ranks of middle-class citizens.

At the same time, natural disasters, which traditionally have been causes of food insecurity, produced increasingly serious effects in 1998. Hurricane Mitch, for example, was the biggest natural disaster to strike Central America and the Caribbean in 200 years, while both Bangladesh and China suffered devastating floods—in the case of Bangladesh, the worst for over 100 years. Many experts believe that these disasters are merely the first indications of the devastation likely to be wrought by continuing climate change and environmental degradation.

Forecasts for 1999 indicate that there will likely continue to be an increase in the number of countries suffering emergencies and the number of people needing humanitarian assistance. We face an increased threat of famine, malnutrition and endemic hunger.

At the same time, every day roughly 830 million people in the world are chronically undernourished because of poverty. But the face of hunger is changing. The crises of 1998 show that we now have to take into account new instigators of famine. We urge the international community to help us face this new challenge.

In response to the sudden upsurge in relief food needs, WFP fed more people last year than ever before. Although we regret the continued need for urgent relief assistance, we are proud that the Programme rose so well to the challenges it faced.

But our achievements were muted by the fact that in 1998 so many of our valued colleagues lost their lives while serving the poor and hungry. Twelve WFP staff members died through violence or accidents during the year. They gave their lives to help make this a better world. I am proud to have been associated with them through the work of the World Food Programme.

As long as poverty, natural disasters, civil strife, war and economic crises continue to affect hundreds of millions of people throughout the world, food aid will be needed to alleviate human suffering. And WFP staff will be there, on the front line. I salute them.

Catherine Bertini

Catherine Bertini
Executive Director

In Memoriam

IN MEMORY OF THE STAFF MEMBERS OF
THE WORLD FOOD PROGRAMME
WHO LOST THEIR LIVES IN SERVICE
TO THE HUNGRY POOR IN 1998

Ben Acellam, Uganda	06.03.98
Himmi Stemn, Liberia	28.05.98
Ali Hammad El Hag, Sudan	09.06.98
Sampson Ohiri Sumain, Sudan	09.06.98
William Asiku, Uganda	08.07.98
Abby Kawuki, Uganda	18.07.98
Mohammed Hashim Basharyar, Afghanistan	18.07.98
Renato Ricciardi, Burundi	23.07.98
Sayed Essa, Afghanistan	12.09.98
Antonio Martinho, Angola	15.09.98
Elias Seyala, Angola	14.11.98
Palle Wisby Pedersen, Kenya	23.12.98

MAY THEY REST IN PEACE

General notes

All monetary values are in United States dollars ($), unless otherwise stated.

One billion equals 1,000 million.

All quantities of food commodities are in metric tons, unless otherwise specified.

Low-income, food-deficit countries (LIFDCs) include all food-deficit (i.e., net cereal-importing) countries with per capita GNP not exceeding the level used by the World Bank to determine eligibility for IDA assistance (1,505 dollars in 1996). In 1998, 83 countries were classified by FAO as LIFDCs. The United Nations category of least developed countries (LDCs) includes "those low-income countries that are suffering from long-term handicaps to growth, in particular low levels of human resource development and/or severe structural weaknesses". In 1998, 48 countries were classified by the United Nations General Assembly as LDCs (and one classified "as if" it was an LDC).

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers.

Acronyms used:

ACC	Administrative Committee on Coordination (United Nations)
ADRA	Adventist Development and Relief Agency
ALITE	Augmented Logistics Intervention Team for Emergencies (WFP)
CEC	Commission of the European Communities
CFA	Committee on Food Aid Policies and Programmes (WFP)
CIDA	Canadian International Development Agency
CIN	Committee on International Nutrition
CIS	Commonwealth of Independent States
CLAU	Caucasus Logistics Advisory Unit (WFP)
COMPAS	Commodity Tracking System (WFP)
CP	Country Programme (WFP)
CSB	Corn-Soya Blend
CSN	Country Strategy Note (United Nations)
CSO	Country Strategy Outline (WFP)
DHA	Department of Humanitarian Affairs (United Nations)
DPKO	United Nations Department of Peacekeeping Operations
DPRK	Democratic People's Republic of Korea

DRC	Democratic Republic of the Congo
ECHA	Executive Committee on Humanitarian Affairs (United Nations)
ECOSOC	Economic and Social Council (United Nations)
EMOP	Emergency Operation (WFP)
EU	European Union
FAC	Food Aid Convention
FAO	Food and Agriculture Organization of the United Nations
FATS	Food Aid Transport System (WFP)
FFW	Food for work
FIVIMS	Food Insecurity Vulnerability Information and Mapping Systems
FMIP	Financial Management Improvement Programme (WFP)
FOB	Free on Board
GIEWS	Global Information and Early Warning System (FAO)
GTZ	German Technical Cooperation
IASC	Inter-Agency Standing Committee (United Nations)
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IEFR	International Emergency Food Reserve (WFP)
IFAD	International Fund for Agricultural Development
IFRC	International Federation of the Red Cross and Red Crescent Societies
INTERFAIS	International Food Aid Information System (WFP)
IRA	Immediate Response Account of the IEFR (WFP)
ITSH/LTSH	Internal/Landside Transport, Storage and Handling
JPO	Junior Professional Officer
LDC	Least Developed Country
LIFDC	Low-Income, Food-Deficit Country
M&E	Monitoring and Evaluation
MAP	Management and Appraisal of Performance
MCDU	Military and Civil Defence Unit
MCH	Mother and Child Health
MONUA	United Nations Observer Mission in Angola
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
OIOS	United Nations Office of Internal Oversight Services

PRO	Protracted Relief Operation (WFP)
PRRO	Protracted Relief and Recovery Operation (WFP)
PSA	Programme Support and Administration (WFP)
SCR	Security Council Resolution
SO	Special Operation (WFP)
SPA	World Food Summit Plan of Action
UN	United Nations
UNCAS	United Nations Common Air Service
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSECOORD	Office of the United Nations Security Coordinator
UNV	United Nations Volunteer Programme
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping (WFP)
WFP	World Food Programme
WHO	World Health Organization

Assisting the poor and hungry: Highlights of 1998

75 MILLION BENEFICIARIES

1. The year 1998 was marked by an unprecedented combination of events that pushed up world hunger levels: El Niño caused ravaging floods in Asia, drought in Africa and devastating storms in Central America and the Caribbean; economic crises in Indonesia spawned massive shortages of food and medicine and transformed many middle-class citizens into a new population of hungry poor; a resumption of bitter civil wars in Angola, Guinea-Bissau, Kosovo and Sierra Leone displaced hundreds of thousands of people; and steady, long-term conflict in southern Sudan combined with poor rainfall to once again bring famine to this blighted region.

2. As a result, the number of people fed by WFP in 1998 was the highest in any single year—nearly 75 million. Women and girls accounted for more than half of WFP beneficiaries.

3. Three quarters of these beneficiaries were assisted through relief food aid, almost double the 1997 number—50 million were assisted through emergency operations and 6 million through protracted relief and recovery operations (PRRO). Many of the largest emergency operations were approved in the latter part of the year, and will continue into 1999. Thus overall WFP food shipments in 1998 show only a slight increase over 1997.

4. For the first time for some years, most beneficiaries of relief food (40 million) were victims of natural disasters—droughts, floods and crop failure. Also for the first time for some years, the largest number of recipients of WFP relief food aid were in Asia.

5. Major WFP relief programmes in 1998 included:

   - In *Sudan,* WFP conducted its most extensive humanitarian airdrop operation ever increasing its aid deliveries ten-fold in order to help approximately 1.8 million famine victims in the south.
   - In the *Democratic People's Republic of Korea*, WFP provided food to five million people, including two million children under the age of six.
   - In the largest emergency operation in its history, WFP fed more than 19 million people in *Bangladesh,* which suffered from the worst flooding in more than 100 years.
   - In *China*, WFP launched its first-ever emergency relief operation in the country to meet the acute food needs of 5.8 million people, victims of the country's worst floods since 1954.

Security for Staff Working in High-Risk Areas

The year 1998 was deadly for WFP staff: twelve WFP staff members lost their lives through violence or accidents. Throughout the United Nations, civilian personnel are increasingly becoming targets of violence.

Over the past decade, WFP has lost 47 staff members to murder, genocide or work-related accidents and illnesses. Fourteen died in Rwanda alone, mostly during the wave of genocide that gripped the nation in 1994. The others were killed while on duty in Afghanistan, Angola, Burundi, Ethiopia, Kenya, Liberia, Mali, Pakistan, Somalia, Sudan, Tanzania and Uganda.

In November, WFP dedicated a memorial at its headquarters to honour colleagues who have lost their lives in service to the hungry poor. WFP also marked the International Day of Peace with a memorial mass for staff members killed in the service of the Programme.

Among violent incidents in 1998, an aircraft used by WFP for the Afghanistan earthquake relief operation was fired on when it landed in Faizabad. In southern Sudan, two WFP staff members were forced to flee for their lives when a food distribution site was attacked—the skills they had learned in an earlier security workshop proved invaluable in arranging their safe evacuation. In September, a land-mine detonated under a WFP food convoy truck in Rwanda. In Angola, a driver working for the United Nations Observer Mission in Angola (MONUA), died in an ambush on a joint WFP/MONUA convoy in September; on December 26, a MONUA-chartered C-130 aircraft was shot down near Huambo, with the loss of all 14 people on board; a week later a second MONUA-chartered C-130 was shot down, killing nine people, including a WFP flight monitor.

In close coordination with the Office of the United Nations Security Coordinator (UNSECOORD), WFP carried out several evacuations of United Nations and NGO relief personnel during 1998. Two operations in Asmara and Kinshasa resulted in a total of 179 people being evacuated from danger. Staff were also evacuated in Somalia when flood water threatened to maroon them.

"It is an unfortunate reality that the UN flag no longer protects humanitarian aid workers", said the Executive Director. "Not only are UN aid workers unarmed, they are trying to help. As UN representatives, they should be inviolable and any harm that befalls them should be punished with the utmost severity. Authorities in those countries should in turn be made to pay a price if they do not act to end this violence. This is not an easy solution to contemplate but the international community has to begin somewhere because the current situation can't continue."

In response to the increase in violence against its staff members, WFP created a special task force to enhance security measures. WFP will implement a special training programme in 1999 for all staff members. The training, which complements a programme conducted by UNSECOORD, addresses issues such as driving security, field communications, stress management, convoy and airfield security, and first aid.

The task force will also continue to strengthen coordination with UNSECOORD and other United Nations agencies. WFP has already taken the lead in developing minimum security communications standards for all United Nations humanitarian operations, jointly with UNSECOORD, the Office for the Coordination of Humanitarian Affairs (OCHA), UNHCR and UNICEF. WFP has also reached broad agreement with the NGO community to provide assistance on a cost-recovery basis to facilitate the evacuation of NGO staff when necessary.

WFP is dedicated to ensuring that staff are as safe as possible. But host countries must also agree that safety and security is a non-negotiable issue and that WFP will suspend operations in a country if its personnel is placed in extreme danger.

What relief agencies do not want to see happen, however, is a move towards using armed security forces. The use of armed guards blurs the distinction between humanitarian agencies and peacekeeping forces, creating additional problems.

"It is perhaps one of today's saddest ironies that humanitarian relief workers—arguably today's real-life heroes and heroines—now find themselves at greater risk than ever before", said the Executive Director. "We will do everything in our control to protect them so that they can continue to save lives."

- In August, WFP returned to *Indonesia* to assist people hard-hit by a combination of drought and economic crisis.
- In November, WFP was the first relief agency to begin major food distributions to the victims of Hurricane Mitch. In all WFP provided emergency assistance to 1.1 million people in El Salvador, Guatemala, Honduras and Nicaragua, the countries most seriously affected.

6. Whether the recent spate of crises in 1998 was due to El Niño, economic meltdown, or civil strife and war, continued WFP assistance will be necessary to stabilize the situation of the most vulnerable and help the long-drawn out recovery process.

7. Although WFP's emergency interventions grabbed the headlines, roughly some 830 million people around the world continued to be chronically undernourished as a result of abject poverty. These people are the focus of WFP's development assistance. But the continuing decline in resources for development has had a substantial effect on the ability of WFP's development programme to assist the chronically hungry. At 254 million dollars, operational expenditure for development in 1998 was the lowest for more than 20 years. (Because of a large extra contribution from the United States towards the end of the year, overall contributions for development activities declined only slightly from 1997, but most of these additional resources will only be utilized in 1999.)

8. Consequently, the number of beneficiaries of WFP development assistance fell dramatically in 1998—to 18.4 million.

9. Other factors also contributed to the decline in the number of beneficiaries of development assistance, including:

- the phasing-out of WFP assistance in some countries;
- the disruption of development work in countries hard-hit by natural disasters; and
- continuing constraints in national management and technical capacity to implement projects in the poorest countries.

10. Thus, although total contributions to WFP in 1998 amounted to 1.7 billion dollars, a one-third increase over 1997, this increase was entirely due to contributions to the many appeals for emergency assistance—WFP handled nearly 70 percent of global relief food aid in 1998, up from 60 percent in 1997. The United States was the largest donor, accounting for more than half of total contributions.

11. Despite the overall increase in contributions, resources did not keep pace with the sharp rise in food aid requirements. Many WFP relief operations were also hindered by resource shortfalls.

WFP in Figures – 1998

WFP assisted 74.8 million of the poorest people in the world

- 40.1 million suffered from drought or natural disasters
- 16.3 million people were victims of man-made conflicts
- 18.4 million received development assistance

Total quantities shipped or purchased locally amounted to 2.825 million tons

- 0.773 million tons for development projects
- 1.563 million tons for emergency operations
- 0.489 million tons for protracted relief operations

Total operational expenditure amounted to 1,238 million dollars

- 21 percent of operational expenditure was spent for development activities
- 79 percent of operational expenditure was for relief activities
- 60 percent of operational expenditure for relief and development was in LDCs
- 90 percent of operational expenditure for relief and development was in LIFDCs
- 50 percent of operational expenditure for development was in LDCs
- 89 percent of operational expenditure for development was in LIFDCs

Resource mobilization reached 1,727 million dollars

- 346 million dollars were contributed to development projects
- 1,027 million dollars were contributed to emergency operations (including IRA and Special Operations)
- 322 million dollars were contributed to protracted relief operations
- 32 million dollars were for bilateral and other contributions

Operational activities in 1998

- 19 countries with country programmes, representing an approved resource level of 1.4 billion dollars
- 125 development projects (including activities within approved country programmes) with operational expenditure of 254.3 million dollars
- 60 emergency operations with an operational expenditure of 697.0 million dollars
- 23 protracted relief operations and protracted relief and recovery operations with an operational expenditure of 218.5 million dollars

New commitments approved in 1998

- 8 new country programmes, representing an approved resource level of 214 million dollars and 545,000 tons
- 34 new development projects (including activities within approved country programmes) and 39 budget revisions with commitments of 326 million dollars and 839,000 tons
- 51 new emergency operations, for a value of 1.1 billion dollars and 2,067,108 tons
- 12 new protracted relief operations or protracted relief and recovery operations, for a value of $323 million dollars and 628,573 tons

12. In May 1998, Italian President Oscar Luigi Scalfaro joined WFP Executive Director Catherine Bertini, representatives of the Programme's Member States and of other Rome-based United Nations agencies, and WFP staff at inauguration ceremonies for the new WFP headquarters.

WORLDWIDE OPERATIONS

13. In 1998, WFP provided food aid for interventions in 80 countries. In one other country, WFP provided technical support to the country's own food aid programme.

14. **Sub-Saharan Africa** continued to receive the major share of WFP's assistance—53 percent of WFP's total operational expenditures in 1998. In many parts of Africa, 1998 was a particularly difficult year—because of both natural disasters and civil strife, relief requirements continued to be high, accounting for more than four fifths of WFP's operational expenditures in the region.

15. WFP continued wide-scale assistance to 1.4 million victims of conflict in the ***Great Lakes*** region (Burundi, the Democratic Republic of the Congo (DRC), Rwanda, Tanzania and Uganda) for the fourth consecutive year. Recurring episodes of instability made humanitarian operations particularly difficult. This was especially true in eastern DRC where humanitarian agencies were obliged to suspend their activities from August 1998, and in Rwanda, where insecurity between August and November led to a five-fold increase in the number of displaced people, to more than 500,000.

16. Devastating floods in January 1998 washed away the main railway line from Dar es Salaam in ***Tanzania***, the route for most relief food for Burundi, Rwanda and western Tanzania. Within 30 days, WFP had created a new transport hub in Dodoma, with mobile storage facilities, an independent railway siding and a large parking area for the trucks that had replaced railway wagons from Dar-es-Salaam. Through these efforts, WFP managed to maintain the same flow of freight—15,000 tons per month—without interruption and with no increase in overall transport costs .

17. Hostilities in the ***Republic of the Congo*** disrupted railway movement from Pointe Noire, where WFP food was stored, prompting WFP to establish a temporary food airlift to Brazzaville, with onward transportation to Kinshasa by barge.

18. WFP's efforts for rehabilitation and resettlement in ***Angola*** were overshadowed by a resumption of hostilities, and a return to emergency assistance. Of the 350,000 WFP beneficiaries, nearly half were vulnerable groups including orphans, land mine victims and malnourished children.

19. Rehabilitation plans for 1.7 million refugees, returnees and displaced people in the ***Liberia region*** (Côte d'Ivoire, Ghana, Guinea, Liberia, and Sierra Leone) were also curtailed by a resumption of conflict. Widespread violence in Sierra Leone, which halted all humanitarian work from July 1997 to March 1998, continued to restrict the provision of relief assistance to a handful of areas. Agricultural production throughout the countryside dropped precipitously, and the country will remain dependent upon food aid through 1999.

20. Within Liberia, WFP re-organized the whole transport chain from Monrovia to the various delivery points. Warehouses in the port had to be rehabilitated, and a workshop was set up to maintain the 39 trucks that WFP operates in the country. A large project to rehabilitate roads and tracks was initiated in the north-west of the country, including

some 250 kilometres of dry weather roads between Gbanbga and Voinjama/Kolahun. This will help speed up the repatriation of Liberian refugees, which has been slowed down by the extremely poor state of the country's infrastructure.

21. Civil war erupted in ***Guinea-Bissau*** in June, displacing 350,000 people, for whom WFP provided emergency food rations. The November 1998 peace agreement allowed limited resettlement and rehabilitation activities to be introduced, including food-for-work to revive basic infrastructure such as sanitation, and school feeding and mother and child health (MCH) activities, that were operational before the conflict.

22. In ***southern Africa***, adverse weather conditions, including both drought and floods, reduced food production and necessitated emergency food assistance in Mozambique, Tanzania and Zambia. In Madagascar, crops were decimated by locusts. The Southern Africa Regional Vulnerability Analysis and Mapping (VAM) Unit played a crucial role in helping to better target food aid and, as a result, allowed emergency assistance in the region to be more geared to rehabilitation and recovery, including the provision of "safety nets".

23. On the development side, six country programmes in the region were approved in 1998 (Ethiopia, Kenya, Malawi, Mali, Niger and Senegal), and five Country Strategy Outlines (CSOs) were considered (Burkina Faso, Benin, Chad, Guinea and Uganda).

24. In ***Somalia***, civil war and factional fighting compounded the effects of both drought and floods. Drought caused the failure of the 1997 "*gu*" (July–August) crop in the Bay and Bakool areas, traditionally the bread-basket of Somalia, leading to mass displacement as people searched for food in the lower and middle Shebelle and Jubba areas. Torrential rains in late 1997 and early 1998, the worst in 36 years, further ravaged the country's ability to produce food. The country's import capacity has also been badly eroded by a ban on the export of livestock, a major source of foreign earnings. As a result, an increasing number of Somalis continue to rely on food assistance. The situation is not all bleak, however. Some areas of the country are relatively peaceful, and the remarkable determination of local communities to re-establish a sense of normalcy has enabled WFP to introduce a recovery and rehabilitation programme, including rehabilitation of wells, ponds and irrigation networks, and repair of primary schools and health clinics.

25. About 85 percent of food aid to ***Ethiopia*** is normally imported through the Eritrean ports of Assab and Massawa. The eruption of hostilities between Eritrea and Ethiopia in May 1998 led food aid shipments for Ethiopia to be switched to Djibouti, resulting in severe congestion of port and transport facilities. WFP increased its storage capacity both within and outside the precincts of the port to speed up ship turn-around time and minimize disruptions to discharge operations. In addition, WFP established a dedicated truck fleet—Food Aid Transport System (FATS)—of between 120 and 250 long-haul trucks (varying according to the demands of WFP traffic) drawn from the private sector to transport relief supplies from Djibouti to destinations within Ethiopia. WFP's storage facilities in Djibouti and FATS were placed at the disposal of all United Nations and other relief agencies operating in Ethiopia, and were used by Euronaid to transship relief food in 1998. An agreement was also formalized with USAID to use the facilities.

Famine Strikes Again in Southern Sudan

WFP launched its largest humanitarian food airdrop operation ever in 1998, when poor harvests and ravaging hostilities in southern Sudan resulted in famine and mass population displacements. Access to the region was limited by government restrictions in the early part of the year, by an upsurge in fighting and by heavy rains, which made many of the already poor overland routes impassable. Nevertheless, WFP was still able to deliver some 116,000 tons of relief food during the year. The United Kingdom and the United States made major contributions to this effort.

The focus of WFP activity was the hardest-hit region of Bahr el Ghazal, with 70 percent of total WFP beneficiaries. A ceasefire agreement in July 1998 enabled WFP to substantially increase the delivery of relief food. At the height of the crisis, between July and September, WFP aid reached 1.85 million beneficiaries.

To cope with an emergency of this scale, WFP established a special task force in July, drawing on WFP staff in country offices and at headquarters. The Task Force brought together experts in logistics, needs assessment, resource mobilization, communications and human resources. It made extensive use of WFP's enhanced communications systems, maintaining daily contact through satellite conference calls with staff on the ground. Donors and implementing partners were kept fully informed through daily information bulletins and monthly reports.

WFP increased its aircraft fleet from five to 18 aircraft to deliver food aid from WFP air bases in Lokichoggio and Nairobi (Kenya) and El Obeid and Khartoum (Sudan). Several European countries provided additional aircraft and technical staff from their air forces. River barges, originating in northern Sudan, and road convoys operating from Koboko (Uganda) and Lokichoggio (northern Kenya) supplemented the air deliveries.

By the end of the year, more than 130 WFP field staff were on the ground, delivering and monitoring food distribution and ensuring appropriate targeting of WFP assistance.

As a result of the relief efforts, the overall nutritional situation improved significantly—an NGO survey found that global malnutrition rates in Ajiep, one of the hardest-hit areas, had fallen from 80 percent in July 1998 to 14 percent by early January 1999. Nevertheless, in some areas, nearly half of all children were still malnourished by the end of the year. Despite the ceasefire agreements, security remained precarious, while flooding and poor ground infrastructure continued to disrupt relief efforts.

The irony is that the October 1998 harvest could have been good, but most of the people displaced by the conflict were unable to benefit, because they had no access to cropland. Thus relief food aid will continue to be required. WFP has initiated projects to rehabilitate roads, railways and barges in the region, to reduce the costs of transporting relief food.

Although drought and floods exacerbated the plight of the population in southern Sudan, the ongoing conflict is at the root of the country's difficulties. "It is the moral responsibility of the authorities to ensure that peace prevails," said the Executive Director in a press statement in December. "This is the only way the Sudanese can possibly regain their strength, and start what will be the long road to recovery."

26. **Asia** continued to contain the largest numbers of recipients of development assistance. However, the largest emergency operations in 1998 were also in the region.

27. Responding to unprecedented floods, WFP provided emergency assistance to 19 million flood victims in ***Bangladesh*** and 5.8 million flood victims in ***China***.

28. In ***Afghanistan***, two powerful earthquakes, one in February and the other in June, killed a total of over 9,000 people. Top priority was to provide emergency items and temporary shelter to families who had lost everything, including food stocks buried under tons of rubble and mud. WFP and its relief agency partners, including other United Nations agencies, non-governmental organizations and the International Committee of the

Red Cross (ICRC), used helicopters to rescue survivors and transport emergency supplies, such as medicines, tents and blankets to the stricken region.

29. Feeding of refugees and displaced people continued in ***Afghanistan***, ***Cambodia***, ***Myanmar***, ***Nepal***, ***Pakistan*** and ***Sri Lanka***.

Democratic People's Republic of Korea (DPRK)

Since 1995, a series of natural disasters, combined with severe economic difficulties, have had a catastrophic effect on the food supply situation in DPRK. WFP considers the country to be in the grip of a "famine in slow motion"—people try to cope year after year, but many of them do not manage. Most children are in such a precarious position that any illness or food shortage quickly becomes life-threatening.

It is WFP's policy that its monitors have access to food distribution points to ensure that food reaches intended recipients. During an April visit to DPRK, the Executive Director advised government authorities that WFP would be forced to suspend operations in counties where WFP was not allowed to monitor food distribution. As a result, in May, WFP scaled back its operation to 171 of the country's 211 counties.

WFP took this action very reluctantly, as it meant that about three quarters of a million people, mostly women and children, would not receive urgently needed food from the international community. But WFP must be able to assure its donors that the Programme is able to monitor the food aid provided through WFP.

According to the findings of the first-ever nationwide random sample nutrition survey of the country, undertaken by WFP, UNICEF and the European Union in September/October 1998, 16 percent of young children suffer from wasting, or acute malnutrition, and 60 percent suffer from long-term malnutrition. This places DPRK among the countries with the highest malnutrition rates in the world. Unlike most other countries, the malnutrition rate is higher among boys than girls.

Eighteen teams, each led by an international staff member from one of the three bodies undertaking the survey, sampled a total of 3,600 households in 130 counties in eight of the country's nine provinces.

The finding that severe malnutrition is widespread among children at crucial stages of growth, including brain development, is very disturbing, and suggests that the physical and mental abilities of this generation of children will be irretrievably impaired.

By the end of the year, WFP assistance had been provided to more than five million beneficiaries. Resourcing problems impeded some aspects of the operation. Contributions consisted mainly of cereals, and there were severe shortfalls of pulses, oil and blended foods needed to make a more balanced food basket. Nor were high-protein biscuits contributed. These were intended to provide a snack to 1.6 million schoolchildren to help them concentrate and learn. New arrangements have now been made to obtain biscuits from a local factory.

In November, a factory was opened in Pyongyang with WFP assistance to produce a blended food high in energy, protein and micronutrients, for distribution to children. It is estimated that producing blended food locally, instead of importing it, should reduce the cost of supplying this commodity by 20 to 50 percent. WFP provides the basic food commodities—corn, soya and sugar—to the factory, while UNICEF provides the vitamins and minerals required to fortify the blended food. The Government provides the labour, management and energy required to run the factory.

30. Reconstruction activities continued in ***Tajikistan***, where a pilot scheme is assisting beneficiaries to grow their own food.

31. Feeding mothers and children at critical times has been a priority for WFP assistance in Asia, through development projects in ***Bhutan, India, Pakistan*** and ***Viet Nam.*** In India, a pilot project gave tribal women responsibility for the production and processing of a special blended food using a simple, low cost technology. This initiative has enhanced the skills, confidence and income of the women. In Bhutan, where the mountainous terrain prevents many children from attending school daily, WFP provided non-food items to improve living conditions in female hostels at boarding schools, to encourage more girls to take advantage of the education facilities provided.

32. In the Vulnerable Group Development project in ***Bangladesh,*** WFP food aid helps poor women gain skills to become self-reliant. In a new initiative, this project will move to a more area-based approach, through collaboration with IFAD's Smallholder Agricultural Improvement Project, thus providing additional avenues for beneficiaries to improve their food security.

33. At the request of the Government of ***Papua New Guinea***, and with bilateral support from the Government of Australia, WFP embarked on its first specific technical assistance intervention. The aim of the project was to strengthen the government's capacity to undertake an emergency food assistance programme for approximately one million people who had lost crops to drought and frost, using food provided bilaterally or purchased by the Government. WFP assistance consisted of a food security economist, a logistics officer and an expert in project design and targeting. These staff members, with the support of the local UNDP office, assisted the Government in conducting needs assessments, formulating distribution plans, and drafting purchase and transport contracts. They also helped national government staff organize the handling of a large bulk food aid shipment.

34. In **Europe and the Commonwealth of Independent States (CIS)**, the emphasis was on strengthening recovery and rehabilitation, preliminary to phasing out WFP assistance.

35. In the ***Caucasus***, WFP continued the shift towards recovery, introducing new food-for-work activities, including the repair of buildings and factories, and the rehabilitation of roads, water/sewerage/heating pipelines, and irrigation and drainage canals. The Caucasus Logistics Advisory Unit (CLAU) closed in June after helping revitalize the railway transport system in the region.

36. As part of the phase-out strategy in ***Bosnia and Herzegovina***, due in June 1999, WFP continued to focus on rehabilitation activities in order to facilitate the smooth transition of responsibility to the Government's social welfare structure.

37. As the ***Kosovo*** crisis worsened, WFP established a regional emergency operation to provide food aid to a total of 400,000 refugees and displaced people, many of whom were trapped by fighting in March 1998. The upsurge of fighting at the end of the year forced more people to flee their homes and seek help from humanitarian organizations such as WFP. WFP expanded its office in the Federal Republic of Yugoslavia to manage the Kosovo crisis, in addition to maintaining its programme for refugees in ***Bosnia and Herzegovina*** and ***the Federal Republic of Yugoslavia.***

Nature on the Rampage—made worse by human actions

Three major natural disasters in 1998—in China, Bangladesh and Central America—did more than display the power of nature. They were especially damaging because environmental degradation had made communities more vulnerable. And in each case, it was the poor who suffered most.

In China, continuous rains between March and September resulted in the worst flooding of the Yangtze River region since 1954, causing more than 3,000 deaths, destroying five million homes and dislocating more than 223 million people—one fifth of China's population—in 29 provinces. The floods were deadlier than they should have been because the Yangtze River basin has lost 85 percent of its forests to logging and development. Learning from the disaster, some provinces have now banned logging in certain areas, started reforestation campaigns and shut down timber companies.

In response to the disaster, WFP launched its first-ever emergency relief operation in China—90.9 million dollars of assistance to meet the acute emergency food aid needs of 5.8 million vulnerable people in the most seriously affected provinces. The beneficiaries received free food for the first month. As flood waters receded, they participated in food for work to rehabilitate shelters, restore wells, clear land, de-silt irrigation channels and renovate local farm roads.

In Bangladesh, floods inundated two thirds of the nation for more than two months. The Government estimated that the floods destroyed 300,000 tons of rice, 600,000 homes, and more than 9,000 kilometres of roads and 4,000 kilometres of flood protection embankments.

For the first time since 1989, WFP provided emergency food assistance for victims of a natural disaster in Bangladesh, launching a relief operation valued at 83.7 million dollars for 19 million people left destitute by the floods. In terms of numbers of people assisted, this was the biggest emergency operation in WFP's history.

WFP distributed food through the Vulnerable Groups Feeding programmes of the Ministry of Disaster Management and Relief, giving priority to households headed by women and those forced from their homes by floodwaters.

In November, Hurricane Mitch, described by scientists as the most destructive hurricane ever to hit the western hemisphere, left some 10,000 people dead or missing in Central America, caused economic losses estimated at five billion dollars, and damaged or destroyed between 30 and 80 percent of crops.

The devastation of Hurricane Mitch was severely aggravated by large-scale deforestation and cultivation of marginal lands, which provoked landslides. Lack of adequate watershed management also aggravated flooding. The poor, living in marginal, high-risk areas such as river banks and gullies, bore the brunt of the effects of the disaster.

Within 48 hours of the hurricane striking, WFP distributed in-country food stocks to 125,000 people in Nicaragua, 100,000 in Honduras, 63,000 in Guatemala and 57,000 in El Salvador. WFP was the first relief agency to begin major food distribution to hurricane victims in Nicaragua, thanks to existing stocks originally earmarked for ongoing development programmes.

WFP dramatically widened its food distribution to Central America's hurricane victims with a six-month emergency operation totalling 62.7 million dollars for 1.1 million people. Virtually all of them had lost their homes and their traditional livelihood of subsistence farming, and lacked the cash to buy what local food was available. Without emergency assistance, these people were at extreme nutritional risk.

38. As part of WFP reorganization, the Regional Bureau for the **Middle East and North Africa** was relocated to Cairo in 1998. A major focus of WFP efforts in the region has been to catalyze government policy initiatives to ensure better opportunities for the poor to improve their lives.

39. In poor farming communities in ***Egypt***, WFP food aid helped broaden and stabilize agricultural livelihoods and diversify income-earning opportunities. One such project initiated a radical change in government land allocation policy, with the focus shifting from young graduates to landless male and female farmers from the area. The settlement projects in Egypt have also encouraged the development of community participation in decision-making on aspects such as the location of core settlements, construction of roads, allocation of generated funds, and administration of irrigation facilities.

40. In ***Yemen***, WFP food aid helped poor households farming in marginal rainfed areas to benefit from local initiatives to enhance food security. Community participation helped plan project activities and target WFP assistance.

41. In ***Morocco***, community councils and parent associations became involved in the WFP-assisted school canteen programme as a preliminary step towards the local government and the community taking full responsibility for the school feeding programme.

WFP and the "Oil-for-Food" Agreement

United Nations Security Council resolution 986 (SCR 986) allows Iraq to sell oil to purchase food and other humanitarian supplies. WFP has played a major role in the oil-for-food agreement by observing the efficiency, equity and adequacy of the Government's food distribution to 22 million people throughout the country. In the three northern governorates of the country, WFP undertakes the distribution of food to more than three million people.

During 1998, WFP employed 27 international observers and over 200 national observers to oversee the distribution of 4.76 million tons of food. In all, WFP made more than a quarter of a million observations countrywide during the year, including 5,600 visits to food storage facilities, 75,000 checks of food and flour agents, and 160,000 household spot-checks.

Although the general food ration to be provided under the oil-for-food agreement should be sufficient to meet the nutritional needs of every citizen, early distributions were erratic, and it was not until the second half of 1998 that every household in Iraq was receiving a complete—or near complete—food basket. Consequently, a WFP emergency operation helped to fill the gap until the food distribution system was working properly, targeting vulnerable groups who had not received their full ration. As more people have received their full food basket, WFP has gradually reduced this emergency operation, focusing on families with malnourished children under five years of age and on patients in hospitals or social institutions—still more than one million people—in preparation for the introduction of a PRRO in 1999.

Despite the improvements in the overall food situation, a review of the effectiveness of the early phases of the oil-for-food programme undertaken by the United Nations Secretary-General in January 1998 concluded that the deteriorating infrastructure in Iraq, particularly health and sanitation, had resulted in a general decline in the well-being of the Iraqi people. The Secretary-General recommended an increase in the amount of oil Iraq could sell every six months under the oil-for-food agreement, from 2.14 billion dollars to 5.25 billion dollars. This recommendation came into effect in June.

However, because of low world oil prices and lack of pumping capacity, Iraq was only able to export just over three billion dollars' worth of oil in the second half of 1998—far short of the approved 5.25 billion dollar ceiling. In the meantime, the seriousness of the situation for many Iraqis was highlighted by a nutritional survey conducted by UNICEF and the Ministry of Health in October 1998, which found continuing high levels of malnutrition, especially among children under five years of age, with no improvement in the nutritional status of infants despite the increase in food availability. This was mainly due to a lack of resources to improve water and sanitation services, health facilities, education and electrical power—all factors important for improved nutrition.

42. In ***Gaza and the West Bank***, WFP assistance provided nutritional support to women and children.

43. Government policy changes were also achieved within the region to improve the social and economic status of women. These included:

- modifications to criteria on credit eligibility to favour women participating in WFP-assisted projects in ***Syria***;
- waiving of landholding size requirements to help poor women participate in land reclamation projects in both ***Jordan*** and ***Syria***; and
- ensuring that spouses (usually women) gain a share of land allocations in settlement schemes in Egypt.

44. Relief activities represented an increasing proportion of WFP assistance in the **Latin America and Caribbean Region,** rising from two percent of operational expenditure in 1996 to 18 percent in 1998. The Regional Bureau for the Latin America and Caribbean Region was relocated to Managua in 1998. The decentralized bureau was well placed to enable WFP to respond swiftly to the disasters caused by El Niño.

45. When Hurricane Mitch hit **Central America** at the end of the year, WFP was already implementing a regional emergency operation for families affected by drought caused by El Niño. Commodities from this emergency operation and from development projects in the countries concerned permitted WFP to start immediate food distribution to the victims of the catastrophe. WFP also immediately purchased food locally, using the Immediate Response Account (IRA) facility. In addition, 10,000 tons of bulk maize was shipped to Puerto Cortes, ***Honduras***. Since the port is not accustomed to handling such huge bulk shipments and has no bagging equipment, WFP sent portable bagging units with the vessel, enabling it to start discharging immediately on arrival.

46. In consultation with its nutrition specialists, WFP devised a food basket for the victims of Mitch specifically adapted to local customs, comprised mainly of rice, maize, canned fish and vegetable oil.

Progress in 1998

FOCUS ON COUNTRIES WITH THE GREATEST NEED

47. WFP aims to have at least 90 percent of its operational expenditure for development in low-income, food-deficit countries (LIFDCs); least developed countries (LDCs) are to receive at least 50 percent of the total operational expenditure for development. In 1998, the target of 50 percent of operational expenditure for development in LDCs was met, and 89 percent of operational expenditure for development was in LIFDCs.

Targeting resources to the poorest beneficiary groups—VAM and FIVIMS

48. The WFP Vulnerability Analysis and Mapping (VAM) Unit provides food security analysis in 40 countries. The principal objective of VAM is to improve the targeting of WFP food aid by better understanding the dynamics of food security and vulnerability to food insecurity.

49. The World Food Summit Plan of Action calls for national "food insecurity and vulnerability information and mapping systems" (FIVIMS), to help identify areas and populations affected by or at risk of hunger and malnutrition. The main purpose of national FIVIMS is to provide feedback to policy-makers and members of civil society concerned with food security issues in their country. National FIVIMS can also help to monitor progress towards meeting the global targets set at the World Food Summit.

50. WFP has participated in the Inter-Agency Working Group on FIVIMS, established to develop the overall policy for FIVIMS, and, along with FAO, has funded technical support for FIVIMS-related activities. At WFP's suggestion, and with WFP financial and technical participation, the Working Group will undertake a practical exercise in Ecuador in 1999. WFP is also leading FIVIMS-related activities in China. WFP regional VAM offices include FIVIMS-related activities in their work plans.

51. The analytical work undertaken by WFP's VAM units helps the Programme develop a typology of food-insecure households, and design food aid interventions that better address their needs. The main activities of a VAM unit are:

- Collecting and managing food security data, usually from existing data sets, but occasionally by commissioning special studies
- Designing analytical frameworks, methodologies and tools for the accurate analysis of food security
- Developing human and institutional capacity required to sustain such data collection and analysis activities in WFP and host government institutions
- Integrating VAM analyses into food security programming: assist WFP staff, donors and recipients to better understand and integrate the results and implications of food security analyses into the design and implementation of food assistance activities.

52. The VAM project in Afghanistan has produced the first economic map of the country, identifying the relative vulnerability of different economic areas to food insecurity. As a result of this work, there is now a better understanding of which areas of Afghanistan are most in need of WFP assistance and a better knowledge of the people who are most vulnerable, along with the causes of their vulnerability. The VAM work has also enabled the WFP country office to refine the criteria used to target food aid, and assess more accurately the tonnage of food required—both under stable conditions and in emergency situations—to guarantee food security.

53. As part of the collaborative WFP/IFAD development project in China, VAM helps identify the most vulnerable regions, and the factors that contribute most to that vulnerability, thus improving the targeting of the assistance programme.

Executive Board Members See WFP in Action

In 1998, members of the Executive Board visited Ethiopia, Guatemala and Nicaragua to see for themselves the way WFP project activities, mostly in development, are being executed.

The members were impressed with the quality of the projects visited, and the capacity of food aid to make a valuable contribution to overcoming problems of food insecurity. They noted the dedication and enthusiasm of WFP country office teams regarding the very real challenges faced in the practical implementation of WFP's policies and programmes, and the commitment of Government authorities at all levels to successful project implementation, together with their high degree of professionalism. The members stressed the need for cooperation and coordination of the various actors, specifically at the field level, for effective results.

The visit to Central America coincided with Hurricane Mitch, giving the group an unintended but invaluable insight into how WFP responds to such sudden emergencies. In light of the impact of the hurricane, the members suggested that consideration be given to incorporating measures into development projects that would provide some kind of in-built flexibility to enable disaster preparedness and mitigation.

IMPROVING OPERATIONAL EFFECTIVENESS

From crisis to recovery—a new approach

54. WFP's experience in protracted or complex emergency situations has demonstrated that traditional relief responses—treating a crisis as an abnormal short-term event distinct from development—are often inadequate to fully address the needs of people trying to secure their livelihoods in a crisis. Once the immediate goal of saving lives has been met, WFP assistance should focus on assuring longer-term food needs by introducing development activities to support humanitarian efforts. Protracted Relief and Recovery Operations (PRRO), a new programme category introduced in 1998 to replace the PRO programme category, emphasize the importance of moving as quickly as possible from relief to rehabilitation, reconstruction and sustainable recovery.

55. Planning for recovery should begin during the emergency phase. The introduction of development activities as early as possible into crisis interventions better responds to the needs of beneficiaries, and can reduce dependence on food aid, encourage local production and help regenerate food markets. A distinctive feature of PRROs is that

expectations, standards and impacts of development activities begun during recovery must be modest and situation-specific, reflecting the uneven nature of transition from relief to development.

56. In recovery and protracted relief situations, it is essential to develop partnerships to improve the link between relief and development efforts.

57. In 1998, the first three PRROs—in Afghanistan, Cambodia and Nepal—were approved. Afghanistan exemplifies how the PRRO approach provides the flexibility needed in situations of instability and constant change. Two independent scenarios were proposed, depending on the prevailing security and human rights situation: relief with limited recovery, and relief with a stronger recovery component. In the first scenario, the main emphasis would be on the provision of life-saving support to vulnerable groups; the only recovery element envisioned is the repair of potable water systems, using food for work. In the second scenario, more emphasis would be given to food-for-work, food-for-seed and food-for-training components, which promote the socio-economic recovery of rural populations.

58. Cambodia illustrates the different types and longer-term nature of activities required to re-establish livelihoods in a recovery situation. A major component of this PRRO involves using food for work to rehabilitate and develop community infrastructure, village wood lots, farms and seed banks—the food aid will help prevent recurrent food shortages. Other village-based activities provide immediate relief from hunger and protect vulnerable livelihoods from declining further. An interesting example of this PRRO's long-term focus is that beneficiary communities must first agree to maintain the assets constructed through food for work for two years, thus increasing the durability of improvements.

WFP policy on environment

59. Environmental degradation contributes to food insecurity by undermining the natural resource base on which poor rural communities depend for their livelihoods. WFP has taken a number of initiatives to address environmental concerns in both its relief and development interventions, including collaboration with UNHCR in 1998 to identify sustainable environmental management practices in areas hosting large numbers of refugees.

60. On the basis of these experiences, WFP has adopted a policy to ensure that environmental issues are systematically considered in the design and implementation of all interventions and programmes.

61. WFP's environmental policy identifies the main elements required for formulating an environmentally sound programming response. These include:

- Ensuring that the energy and environmental implications of the WFP-provided food basket are taken into account. For example, assessing the fuel requirements to cook different types of foods when determining the composition of the food basket and identifying mitigation measures (such as providing cooking fuel or training in fuel-saving techniques) to help reduce the rate of deforestation.
- Undertaking environmental reviews in selected types of interventions. Environmental reviews will be required for development activities implemented in the areas of natural resources or creation of assets, such as road improvements, irrigation and

water works. Technical assistance will be sought from government counterparts, NGOs and staff of specialized agencies.

- Ensuring sound procurement, storage, use and disposal of hazardous chemicals required for WFP operations. WFP will minimize or, where possible, phase out the use of the most hazardous chemicals, including certain pesticides and fumigants. Work has been undertaken in collaboration with FAO and WHO to identify best practices for the use of hazardous chemicals.
- Developing partnerships to effectively strengthen WFP's capacities to address environmental issues.

Food aid and development review

62. In January 1998, WFP embarked on a major policy review of development food aid to clarify the particular advantages of food aid and to arrive at a clear focus for WFP development assistance. The outcome of this review, which will not be finalized until mid-1999, will be a shared understanding among Member States, donors and the WFP Secretariat of the most effective uses of development food aid.

63. The review is being conducted in a fully open and consultative manner. The first of three major consultations was held in October 1998, when WFP invited nearly 150 participants from governments, aid agencies, northern and southern NGOs and academic institutions to Rome to consider the role of food aid in development. The keynote address, by the First Lady of El Salvador, Mrs Elizabeth Aguirre de Calderón Sol, Secretary-General of the State Department for Family Affairs, was followed by presentations from eminent scholars, WFP's key partners, FAO and IFAD, and NGOs such as CARE International. A series of background documents on current thinking about development assistance, the development process and food aid was prepared for participants. These have now been posted on the WFP website (www.wfp.org).

Preparedness, contingency planning and stand-by arrangements

64. WFP's VAM units have played an increasingly important role in the process of contingency planning, in particular with respect to anticipated extreme weather conditions resulting from El Niño. In southern Africa, the emphasis was on building staff capacity to use vulnerability analysis and periodic early warning information to develop region-wide contingency planning. In addition, regional networks have been developed with key partners to maintain and update information on the seasonal situation, expected weather patterns, policy initiatives and the potential role of food aid.

65. The Augmented Logistics Intervention Team for Emergencies (ALITE) continued to be active in WFP's preparedness, contingency planning and stand-by arrangements in 1998. The Danish Refugee Council provided a Port Logistics Officer for DPRK, to assist local port authorities in managing the large quantities of food aid shipped to the country, and two telecommunications experts to help overcome communication difficulties in the Horn of Africa. The Danish Trust Fund paid for Port Captains in Bangladesh, DPRK, Honduras, Liberia, Sierra Leone and the Federal Republic of Yugoslavia to strengthen the capacity of ports in these countries to discharge large amounts of food aid in particularly difficult conditions. The Norwegian Refugee Council provided air coordinators—who gave critical assistance in Sudan during the peak of airlift operations in August 1998—radio technicians to improve security systems in Liberia and Sierra Leone, and a workshop manager for trucking operations in both countries. The Swiss

Disaster Relief Agency supplied a Logistics Officer for the Liberia operation, and completed a technical road assessment in support of the Special Operation to rehabilitate roads in Liberia for easier flow of food aid.

Race Against Time in Afghanistan

As Afghanistan braced itself for winter, WFP, several NGOs and survivors of the May 1998 earthquake in the north-eastern corner of the country congratulated themselves on having won a race against time to put the finishing touches to more than 14,000 new, earthquake-resistant homes.

The house-rebuilding project, which began in July, was carried out in the remote, mountainous regions of Badakshan and Taqhar provinces across a 1,750 square kilometre area devastated by the 31 May earthquake.

In a strategy designed to keep men from leaving the area to seek work to support their families, WFP initiated a food-for-work programme to pay the men to reconstruct their homes. NGOs, including OXFAM, Pamir Reconstruction Bureau, Concern, Norwegian Afghan Aid and Swedish Afghan Committee, worked on the house reconstruction project with WFP and the United Nations Humanitarian Coordinator's Office, providing tools and technical expertise.

Even though winter was unusually late in 1998, there was no time for villagers to reconstruct their traditional household compounds. To convince them to build instead single-room mud-and-beam houses—designed to withstand strong tremors without collapsing immediately—took time and effort.

United Nations international staff members have been withdrawn from Afghanistan because of continuing security concerns. WFP contracted the French NGO ACTED to help with the wheat delivery from warehouses in Tajikistan, where WFP commodities for Afghanistan are stored. It was floated on barges across the Amu Darya River, and trucked to Rustaq and Faizabad. Donkeys then carried it in 50-kilogram bags to dozens of remote villages. To make matters worse, fighting between the Taleban and northern opposition forces came as close as 30 kilometres while work went on. WFP wheat was also used through food-for-work to rebuild an essential road between two areas of earthquake damage—Rustaq and Shar-I-buzurg.

66. Two WFP staff members participated in Exercise TRIPLEX '98. The original concept of this exercise was to test the cooperation of three agencies—the United Kingdom Department for International Development (DFID), the Danish Emergency Management Agency (DEMA) and the Swedish Rescue Services Agency (SRSA)—in their response to international humanitarian relief operations. The exercise was later expanded to include other agencies, and in 1998 it included the Norwegian Directorate for Civil Defence and Emergency Planning, the British Army Civil Affairs Group, the International Federation of the Red Cross and Red Crescent Societies (IFRC), and the United States Office of Foreign Disaster Assistance, as well as WFP. The exercise simulates the entire emergency response chain, from public affairs statements to staff resourcing and mobilization. Participation gives WFP emergency staff, logistics experts and resource personnel the opportunity to train alongside staff of other United Nations, government, military and civilian agencies.

67. The WFP/United Nations Volunteer (UNV) Rapid Deployment Facility, funded by voluntary contributions to the UNV Programme to provide volunteers to WFP relief operations, played a crucial role in supporting WFP's rapid response capacity in 1998. Seventeen UNVs were deployed in Bosnia and Herzegovina, Côte d'Ivoire, DPRK, El Salvador, Guatemala, Guinea, Honduras, Liberia, Nicaragua, Tajikistan and Yemen.

68. WFP assisted the Office for the Coordination of Humanitarian Affairs (OCHA) in setting standard guidelines and procedures to establish a Military and Civil Defence Unit (MCDU) Air Cell. The Air Cell will be used by all United Nations agencies whenever they wish to request additional aircraft and aircraft-related assistance from military airforces to help with relief work.

Evaluations of emergency operations

69. Evaluations of emergency operations in 1998 have emphasized the importance of introducing a scaling-down or phasing-out strategy as early as feasible. In the case of slowly evolving emergencies, such as droughts, the evaluations suggest that it might be possible, and desirable, to incorporate a strategy for an ordered phase-down and phase-out in the initial design of the emergency operation. The strategy helps governments prepare for meeting the needs of disaster-affected people. It also helps avoid the impression that WFP, along with other providers of assistance, will assume indefinite responsibility for the social welfare of poor people.

70. The evaluations also noted that funding to maintain monitoring systems in relief situations was often less readily available after the immediate crisis period had passed. Yet monitoring should become more sophisticated as the emergency evolves away from acute crisis, to allow more careful targeting of assistance and so reduce the danger of dependence, and to facilitate the transition to recovery activities.

71. In the case of complex emergencies involving a number of United Nations agencies, the evaluations stressed the importance of maintaining close coordination among the different agencies. Examples of good coordination included the joint use of personnel and equipment, shared telecommunications systems, the use of common warehouses and offices, and combined logistics arrangements. Where such coordination has worked well, the different responsibilities of each of the agencies concerned were clearly defined from the outset. This was particularly true in situations where national or international NGOs were operating in the same regions as WFP.

72. Evaluations of emergency operations in conflict areas confirmed that the safety and security of staff was of the highest importance. The evaluations suggested a number of measures to assist staff facing conflict-related risks, including:

- training in security issues for staff (this was initiated in the course of the year);
- careful screening of candidates for posts in high-risk locations;
- efficient communication systems in conflict areas;
- regular updating of contingency and evacuation plans;
- close coordination of security arrangements with other agencies.

Advocacy, media and public campaigns

73. A significant role for WFP is to speak on behalf of the hungry poor. Through advocacy campaigns, WFP strives to enhance its effectiveness by:

- promptly alerting donors and the public to impending and developing crises;
- encouraging others to listen and respond to the issues of concern to WFP.

74. WFP's advocacy strategy is based on two key components. The first is the use of all basic news media outlets, such as television, newspapers, radio, wire services and the Internet. The aim is to focus international attention on major humanitarian crises and inform the public of WFP's role, such as in DPRK: throughout the year, WFP briefed the international community and media on the alarming situation in the country and the continuing need for massive relief assistance.

75. WFP also launched campaigns to highlight the humanitarian crises in Central America, Bangladesh and China. With videos taken by WFP staff, as well as the presence of public information officers at the scene of these disasters, WFP was able to illustrate the severity of the crises and alert public opinion—a key element in strengthening international donor support.

76. The second major component of WFP's strategy is the implementation of a focused public-awareness campaign. WFP commissioned an advertising agency to create a series of *pro-bono* advertisements around the theme of "Fast Food". Copies of these advertisements were distributed in Australia, France, Germany, Italy, Japan, Spain, United Kingdom, United States, Norway and Sweden. Publications such as The Economist, The Financial Times, The Wall Street Journal Europe, Business Week, El Mundo, Epoca, Selecciones Readers Digest, Der Spiegel, Private Eye, Daily Mail and Avvenimenti have carried the advertisements.

77. WFP also developed a series of television commercials, carried free of charge on major international broadcasting outlets, such as CNN and EuroSport, and on national television networks in Austria, Canada, Denmark, France, Germany, Ireland, The Netherlands, Norway, Spain, Sweden and Switzerland.

Enhancing operational partnerships

78. The strengthened collaboration of the three Rome-based United Nations agencies—FAO, IFAD and WFP—was publicized in the 1998 booklet ***FAO, IFAD, WFP—Working Together to Fight Hunger and Poverty***. The complementary mandates of the three agencies—emphasizing respectively technical expertise, international financial assistance and food aid—ensure that, working together, the overall impact of operations are greatly enhanced. Tripartite meetings are held regularly at both policy and technical levels to determine modalities for mutual cooperation and to agree on specific areas and programmes for further follow-up and joint or parallel operations. WFP, FAO and IFAD are also key supporters of FIVIMs.

79. Preparatory work was undertaken in 1998 on a formal agreement between WFP and FAO to improve collaboration in the areas of food security and provision of assistance for relief and recovery.

80. Following the 1997 revised Memorandum of Understanding (MOU) between WFP and UNHCR, joint WFP/UNHCR workshops were conducted in 1998 for WFP Representatives/Country Directors and UNHCR Representatives from countries where there are joint refugee operations. The workshops enabled sharing and review of experiences in implementing the MOU, including issues relating to:

- the roles of government and refugees in food management and distribution;
- improved needs assessment;
- new approaches to registration and enumeration of refugees;

- problems in effectively targeting vulnerable groups;
- resourcing of food and sharing of information on the food pipeline;
- designing repatriation or exit strategies.

81. An MOU between WFP and UNICEF, signed in 1998, provides an operational framework for emergency interventions where the two organizations work together. In emergencies, WFP and UNICEF are committed to strengthening and sustaining the capacity of households to meet basic needs for food, care of children and women, health services, water and sanitation. The MOU builds on the comparative advantages of each organization and establishes operational modalities clarifying respective responsibilities to maximize the benefits of collaboration, including:

- needs assessment, monitoring and evaluation;
- provision of food and non-food items;
- water supply and sanitation;
- health and education services;
- rehabilitation;
- logistics;
- public information and advocacy;
- joint staff training.

82. In many relief operations, WFP provides logistics services to partner agencies and NGOs. In Angola, WFP continues to provide logistics services to United Nations and NGO agencies active in the country. A cargo aircraft sharing arrangement was developed with the United Nations Observer Mission in Angola (MONUA), enabling savings through improved economies of scale. The United Nations Common Air Service (UNCAS), operating out of Nairobi, achieved an estimated 20 percent savings through joint contracting for air freight services.

83. NGOs are important partners for WFP. A 1998 survey found that WFP works with more than 1,100 NGOs worldwide, of which 250 are international and the rest national and local NGOs. This is a nearly fourfold increase in ten years. Because working with a national NGO often also develops national capacity, WFP gives priority to southern partners, sometimes helping to improve their managerial and implementation capability.

84. Nearly every WFP country office collaborates to some extent with NGOs, although some stand out. The Bangladesh country office works with 413 local organizations, while the Cambodia office works with 134. Three quarters of all development projects and four fifths of relief operations include partnership arrangements with NGOs, with NGOs often acting as WFP's main implementing partner. The survey found that WFP offices generally considered that the quality of collaboration with NGOs had improved over recent years.

85. Twenty-one of WFP's major NGO partners participated in the fourth annual WFP/NGO Consultation, held in October 1998. The main themes discussed were:

- ways to improve collaboration. Collaboration should begin at the planning and programming phase. The potential for joint advocacy campaigns, either on country-specific activities or on broader policy issues such as the use of micronutrients, was noted.

- the reimbursement of NGO costs. WFP agreed in principle to cover the off-shore overhead costs of NGOs, although specific details are still to be defined.
- food aid needs assessment methodologies.
- a preventive strategy to enhance the security of field staff. NGOs welcomed the idea of WFP providing assistance on a cost recovery basis to facilitate the evacuation of NGO staff members.

86. An important tool to strengthen working partnerships has been the development of MOUs between WFP and major NGOs, which establish a clear division of tasks and responsibilities. Two new MOUs were signed in 1998, one with the Italian NGO Movimondo Molisv in June and the second with the Lutheran World Federation in August. An exchange of letters also took place with Caritas. WFP now has MOUs with 13 of its largest NGO operating partners. Also in 1998, a standard tripartite agreement was finalized between UNHCR, WFP and NGOs for the distribution of WFP food to refugees.

87. WFP also calls on NGOs in other ways. For example, the WFP nutritional guidelines, which came into effect in 1998, were prepared in close consultation with four NGOs—Action contre la faim, Concern, Médecins sans Frontières and Save the Children (UK). For some years, WFP has been working closely with Save the Children (UK) in southern Sudan to develop the Household Food Economy Analysis approach to improve targeting of relief food aid. This work has now been extended to Ethiopia and the Great Lakes region. In other countries, WFP has designed and implemented joint training sessions on gender—CARE has often been a major partner in these.

Community Nutrition Project in Senegal: WFP, World Bank and NGOs in Partnership

The Community Nutrition Project in Dakar is a good example of how WFP works in partnership with other development agencies. The project was designed as a joint activity of WFP, the World Bank, German Technical Cooperation (GTZ) and the Government of Senegal. The project is being implemented by private sector agents, with the direct involvement of the community, to improve the nutritional status of some 64,000 malnourished young children and 42,000 pregnant and nursing mothers in poor neighbourhoods of Dakar. Beneficiaries receive nutrition, health, hygiene and sanitation education at community nutrition centres, along with growth monitoring and referral to health centres. Malnourished children and mothers at risk receive a nutritional supplement of micronutrient-fortified weaning food provided by WFP. In addition, the nutrition centres are used in a literacy campaign and preparations are under way to introduce skills training for women.

WFP assisted the development of local weaning-food production with technical assistance and provision of appropriate equipment. The weaning food uses a mix of locally produced and imported food commodities to provide the essential nutrients for these vulnerable groups.

The nutrition centres are staffed by local NGOs, recruited from the community, whose salaries are funded from World Bank loans, provided to the Government to improve the health infrastructure in Senegal.

Progress on WFP's Commitments to Women

88. Because hunger and poverty affect women disproportionately, and women are critical to the solution of both, WFP launched a set of strong policy Commitments to Women at the 1995 Beijing Conference for the years 1996-2001. They set specific targets for the

Programme in terms of women's involvement in food aid and improved food security, including:

- 80 percent of relief food aid should be distributed directly to women;
- 60 percent of all WFP resources should go to women and girls in those countries where gender statistics demonstrate a 25 percent disadvantage (gender gap) for women compared with men;
- 50 percent of education resources should benefit girls;
- at least 25 percent of food-for-work and food-for-training assets should benefit women;
- women should take a lead role in decision-making in food management committees;
- WFP should aim for gender equity in staffing;
- staff and implementing partners should be held accountable for achieving these commitments.

89. In 1998, WFP allocated one million dollars from the Pogramme Support and Administration (PSA) budget, in conjunction with a special pledge of a further 500,000 dollars from the Government of Finland, to encourage greater attention to mainstreaming gender within WFP-supported activities.

90. A mid-term review commenced in 1998 to determine if the mechanisms put in place to implement the Commitments to Women were sound. One of the major findings was that, while Gender Action Plans have been prepared in most countries, and there has been a steady improvement in their quality, greater emphasis was still required on analysing the causes of inequality. Furthermore, attention to the empowerment of women through WFP interventions (as distinct from promoting women's projects) and development of a more strategic approach to addressing gender, taking into account the national context in which WFP assistance is provided, both needed improvement.

The Sphere Project—bearing fruit

The Sphere Project is an initiative of the international NGO community and IFRC. With the participation of agencies from the United Nations and donors and academic institutions, the first phase of the Project's task was completed with the 1998 publication of a preliminary handbook containing the Sphere Humanitarian Charter and Minimum Standards in Disaster Response.

The handbook includes an overarching Humanitarian Charter drawn from existing international law. The Charter provides the basis for the minimum standards in disaster response that the humanitarian system should strive to uphold in all emergency situations.

The set of minimum standards in core areas of humanitarian assistance are designed to maintain the quality of assistance provided to people affected by disasters, and to improve the accountability of agencies to their beneficiaries, their membership and their donors.

WFP has played an active part in the Project's work, particularly in the Working Groups developing minimum standards on nutrition and food aid. The WFP/UNHCR Guidelines for Estimating Food and Nutritional Needs in Emergencies have been fully accepted as the Sphere standards.

Procurement of food and non-food items

91. For the past few years, nearly half of the food aid provided by WFP has been purchased—and more than one quarter of all food provided by WFP is purchased in developing countries.

92. In 1998, food purchases amounted to 247 million dollars. In terms of value, this was down from previous years, but food purchases still accounted for 42 percent of all WFP deliveries.

93. As in previous years, 60 percent of food purchases (worth 148.5 million dollars) were made in developing countries, particularly Thailand (27.2 million dollars), Republic of South Africa (21.8 million dollars), India (16.5 million dollars), Uganda (13.5 million dollars) and Nepal (8.7 million dollars). For the first time, large purchases were also made in Bulgaria in 1998 (17 million dollars).

94. WFP spent approximately 18 million dollars in 1998 on non-food items, including some 4.5 million dollars of purchases made by country offices. The main expenditure was for fuel (6.6 million dollars), vehicles (3.1 million dollars), stores and warehouses (900,000 dollars), computers and other data processing equipment (700,000 dollars), railway equipment (700,000 dollars), agricultural tools (600,000 dollars), kitchen equipment (500,000 dollars) and equipment for boats and barges (500,000 dollars).

PROCESS OF REFORM

Implications of United Nations reform for WFP

95. WFP is an active participant in the process of reform initiated by the Secretary-General in order to enable the United Nations system to more effectively address the development and humanitarian challenges of the 21st century. WFP contributes to strengthening the policy coherence of United Nations interventions, and the promotion of a more unified United Nations presence at the country level, through its active participation in the United Nations Development Group (UNDG), the Executive Committee on Humanitarian Affairs (ECHA) and the Inter-Agency Standing Committee (IASC).

96. The United Nations Development Assistance Framework (UNDAF) is a key component of the Secretary-General's reform programme. UNDAF has been introduced to promote a country-driven, collaborative and coherent response by the United Nations system to national priorities, implement the goals agreed at United Nations global conferences, and serve as the strategic framework for the country programmes, plans and projects of participating United Nations organizations. In 1997, a pilot phase was initiated to test the operationalization of UNDAF in 18 countries: by the end of 1998, UNDAFs had been completed in 11 of the 18 countries.

97. WFP participated in the formulation of the provisional UNDAF Guidelines and the joint assessment of the pilot phase. A United Nations system-wide training session was held at WFP headquarters in March 1998, attended by staff from 17 different agencies, including WFP.

98. At country level, WFP is an active participant in the UNDAF process in the pilot countries where WFP has development operations. WFP participates in technical working groups and thematic groups established to support the UNDAF process, usually chairing the thematic groups on disaster management.

99. The introduction of UNDAF has imposed considerable extra burden on country office staff time. At the same time, WFP has noted several benefits of the UNDAF exercise, including:

- enhanced dialogue, information sharing and mutual understanding among participants;
- increased willingness by agencies to collaborate in areas of common interest (e.g. child nutrition, food security, rural development);
- availability of common databases, common indicators and assessments, which support the preparation of Country Strategy Outlines (CSOs) and Country Programmes.

100. WFP has been a strong advocate of strengthening the Resident Coordinator System, presenting a special agenda (entitled "Issues related to the implementation of agreed mechanisms to improve the Resident Coordinator System") to encourage this process. Together with other UNDG members, WFP has contributed actively to implementation of the various measures to strengthen the Resident Coordinator System, including:

- a sharp increase in the number of Resident Coordinator posts filled with individuals coming from agencies, funds and programmes;
- development of a competency assessment process for Resident Coordinators, to be designed and managed as an inter-agency process;
- ensuring that professional experience with other United Nations entities, including service as United Nations Resident Coordinators, is recognized as a strong factor in career development and advancement;
- preparation of standard Terms of Reference for Resident Coordinators, separate from the UNDP Resident Representative.

101. WFP has made available qualified staff to take up Resident Coordinator positions, and WFP staff have been instructed to assign top priority to supporting Resident Coordinators.

102. Although considerable progress has been made, it is WFP's view that much still remains to be achieved, including a better gender balance, increased selection of Resident Coordinators from organizations other than UNDP and the introduction of different models of the Resident Coordinator System in different countries.

103. Further information on the implications of the United Nations reform process for WFP activities is contained in document EB.A/99/3-A/2.

Progress on WFP organizational change

104. In 1996, the Executive Director began a programme of organizational change, involving a fundamental shift of decision-taking and functions to the field. While it will take some time before these organizational changes have their full effect on operational performance, a 1998 review of the organizational change process found that:

- WFP staff recognised the Programme's clear and unequivocal commitment to the change management process;
- there was significant ownership of the change management process throughout the Programme, grounded in the engagement of staff in the process from the outset;

- WFP staff understood that moving forward involved a range of difficult trade-offs—striking the balance, for example, between ensuring staff had the necessary tools to do the work and be held accountable, and deferring implementation until all the desirable tools were in place;
- there was an informed attitude on the part of managers as to their increased authorities, and an understanding of the need for normative guidance, along with the information and communication systems to support the delegated authorities.

105. Organizational change is an ongoing process. Among the areas already identified for future action are:

- finalizing and issuing updated normative guidance for WFP staff, particularly in the area of programme design and implementation, procurement, administration and personnel. The Transport and Logistics Manual was finalized in 1998, and work commenced on the Programme Design Manual and the first WFP Internal Audit Manual;
- improving internal communications, to allow increased decentralization of many management functions;
- appropriate new staff skills and training will be required to ensure that the information collection, management and exchange systems developed under the Financial Management Improvement Programme (FMIP) are used to their full potential.

106. A Change Management Oversight Group, established in 1998 at executive staff level, will help to institutionalize the process of organizational change.

Empowering country offices

107. The Connectivity Project, which began in late 1996 to support WFP's decentralization process, had as its goal the installation of a corporate-wide area network to provide e-mail and remote data services to all country offices. By the end of 1998, more than 90 percent of all WFP offices had been brought "on-line", able to connect with headquarters and each other through e-mail and file exchange. Each office is also able to make use of corporate software applications. As a result, country offices will be able to enter financial transaction data directly into the computer system, instead of sending a hard copy to be entered into the computer systems at headquarters, a slow and time-consuming process.

108. In late 1998, a related project started to further upgrade country office communications capabilities. The three-million-dollar Enhanced Telecommunications Network Project (ETNet) will develop satellite telecommunications systems to further improve WFP's communications network, especially for offices operating in remote areas with limited infrastructure.

The Year 2000 (Y2K) project

109. The year 2000 (Y2K) problem stems from the use in many computer systems of a two-digit dating method that assumes 1 and 9 are the first two digits of the year. Without programming changes, the systems will recognize 00 not as 2000 but as 1900, which could cause the computers either to shut down or to malfunction on 1 January 2000.

110. WFP's Y2K project was initiated in July 1998 with the establishment of an eight-person team. The team, adopting the methodology of the United Kingdom National Audit Office, prepared a four-stage action plan for headquarters and country offices:

- *Year 2000 Awareness:* a report entitled "Preparing for the Year 2000" was disseminated to all WFP offices to raise awareness of the Year 2000 problem and provide an overview on how to prepare for it.
- *Inventory and Compliance Test:* Identifying the Year 2000 status of the hardware and software currently in use.
- *Corrections and Testing:* Upgrading or replacing faulty hardware and software. A Y2K Compliance facility has been established where the most critical programs and software can be tested.
- *Contingency Planning:* To ensure that normal operations continue in the case of an unforeseen emergency, addressing all the organization-critical equipment and services that are suspected of not being Year 2000 compliant. The majority of these will probably consist of external service providers, such as power and water companies or banking services. Where feasible, WFP offices will stockpile essential supplies, such as diesel to run office generators.

FINANCIAL AND RESOURCE MANAGEMENT

Overview of WFP's consolidated budget and expenditure

111. WFP's consolidated budget for the 1998–99 biennium was based on an expected availability of 4.3 million tons of commodities. As a result of an unexpected and much welcomed additional contribution of one million tons from the Government of the United States in the latter part of 1998, the total tonnage for the 1998–99 biennium is expected to exceed 5.4 million tons, with a corresponding projected budget of approximately three billion dollars. The PSA budget was adjusted accordingly.

112. WFP's overall expenditure in 1998 amounted to 1,348 million dollars.[1] Operational costs amounted to 1,238 million dollars, PSA expenditure was recorded at 96 million dollars and Others under special accounts (including FMIP) came to 14 million dollars. Expenditure by programme and cost categories were as follows (in million dollars).

Programme category	
Development	259
PRO/PRRO	219
Emergency	697
Special Operations	34
Bilateral/others	24
General Fund	115
Total	1 348

Cost category	
Commodities	647
Ocean transport	147
Air, overland and LTSH	262
Direct Support Costs and others	182
Total Operational Costs	1 238
PSA	96
Others under special accounts	14
Total expenditure	1 348

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[1] 1998 figures are based on provisional financial statement of accounts.

Long -term financing

113. WFP introduced a radically new resourcing and financing model in 1996 to resolve persistent problems of insufficient cash contributions to fully fund both WFP food-aided operations and the PSA budget. Fundamental to the new model was the principle of "full cost recovery by donor by contribution". This required all contributors to provide sufficient cash to cover direct support costs and the PSA budget in proportion to their commodity contribution. The model also addressed key issues such as increased transparency, accountability, and resource predictability and flexibility.

114. In 1997, a review of the effectiveness of the new model started with a donor survey, an examination of in-house experience, and informal consultations with member states and donors. These consultations were formalized in May 1998 with the creation of a Formal Working Group of the Executive Board, open to all Members of WFP and an observer from the European Commission.

115. The Formal Working Group identified a number of areas in which the model had already brought significant benefits to the Programme, including:

- increased transparency and accountability;
- improved ability for WFP to plan and manage its resources at the corporate and project levels;
- some improved predictability in resource availability.

116. However, the Formal Working Group also noted some major difficulties in the current operation of the model, including:

- full compliance had not always been achieved by some major donors, despite considerable efforts on their parts;
- the increasing trend towards directed contributions had not been arrested;
- the Indirect Support Cost rate for development activities had been artificially inflated;
- a complex and cumbersome process to set differential indirect support cost rates was required.

117. In January 1999, the Executive Board adopted the recommendations of the Formal Working Group, which should provide WFP with greater security of funding for the PSA budget, greater flexibility of resource use and an enhanced capacity to plan and introduce activities in a timely manner. The revised policies will take effect from the start of the 2000–2001 biennium.

Improving financial management systems

118. The Financial Management Improvement Programme (FMIP) was launched in 1995 to upgrade WFP's financial management and accounting capability by, among others, replacing mainframe computer systems introduced in the mid-1980s with modern, improved systems. IBM was contracted in 1998 to implement integrated finance, personnel and procurement systems, to be completed in 2000. Special emphasis is being given to support the further delegation of responsibilities to country offices by enabling them to better manage their administrative and project budgets, their personnel responsibilities, and their procurement of food and non-food items.

119. The first phase of WFP's new Commodity Tracking System (COMPAS) was introduced in Ethiopia and Djibouti at the end of 1998, following pilot testing in Kenya and Uganda. The improved monitoring of the location and condition of WFP commodities will lead to better operational decisions concerning allocation of food along the supply pipeline.

120. The Resource Mobilisation System provides a means to track and monitor data on resource requests and contributions, including the issuance of appeals and funding proposals. By the end of 1998, the system was almost fully functional in headquarters.

121. It is now estimated that nearly 37 million dollars will be required to implement the FMIP from inception through to completion in the year 2000—some 30 percent more than projected when the Plan was approved in 1995. There are three reasons for this increase:

- more accurate cost estimates have been obtained as the individual components of the system have been more concretely defined;
- there have been unprecedented cost increases in the information technology industry over the past three years, in large part due to the rush to address the Year 2000 problem. Nevertheless, WFP has managed to keep costs within reasonable limits, by contracting individual consultants rather than large firms;
- the implementation period has been extended by a further year. As a result, it will be necessary to support current less-efficient systems for a longer period than initially envisaged.

122. Though an additional four million dollars was provided to the FMIP project during 1998, an overall funding shortfall of nearly 17 million dollars remains. Interim funding of 10 million dollars from the General Fund has ensured maintenance of progress while additional funds are sought from donors.

Improved accountability

123. In the course of the six inspections and seven investigations carried out by the **Office of the Inspector-General** in 1998, the Office addressed issues including accountability, decentralization, cash losses, conflict of interest, security, theft, food losses, personnel management, sexual harassment and misappropriation of funds, as well as issues arising from reform of the United Nations system, such as advice on common services and the cost-effectiveness of common premises for United Nations agencies.

124. Close collaboration with management ensures that lessons learned from inspections and investigations are incorporated into the design of WFP operations, and are reflected in the revision of manuals and guidelines on issues such as accounting, sexual harassment, security and travel.

125. Cooperation between the United Nations Office of Internal Oversight Services (OIOS) and other inspection and investigation services of the United Nations system has been strengthened through sharing of information. WFP investigation staff also took part in an OIOS-organized training programme in 1998.

126. The work of the **Office of Internal Audit** aims to achieve greater transparency and accountability in the management of WFP's resources. In 1998, a total of 420 audit recommendations were made, of which 247 had been acted upon by the end of the year.

127. Since 1997, the main lessons drawn from country office audits have been shared with country offices. In 1998, the main lessons were:

- the need for closer monitoring of country office budgets to prevent over-expenditure;
- the importance of separating the certification and approval functions within country offices;
- the value of periodic reconciliation of country office and headquarters accounting records to ascertain and address variances;
- the need for adequate documentation, and careful processing and review of payments;
- the necessity of following WFP regulations and rules for the procurement of food, transport and non-food items;
- the need to improve the management of WFP assets (cash, commodities and equipment) through better record-keeping and periodic review.

128. In 1996, a risk assessment model was developed to identify the level of exposure of WFP's assets and resources to different types of risk. The model has since proved to provide a valuable basis for establishing an audit cycle for WFP.

129. WFP is one of the few United Nations organizations in which internal auditors regularly review procurement activities, including all documentation and attendance at procurement meetings. This review is not a substantive audit of procurement, but does provide a timely assessment of procurement decisions made on the basis of delegated authority, and is an opportunity to address issues in a more immediate and timely fashion.

130. The first joint audit between two United Nations agencies was carried out in 1998 with the joint WFP/UNICEF audit of Operation Lifeline Sudan.

Human resources development

131. WFP employed more than 5,000 people in 1998, on a number of different types of contracts. More than 2,000 employees had contracts for more than 12 months; the remainder were employed for shorter periods.

132. WFP is actively taking steps to meet the United Nations' goal for gender equity in staffing by the year 2001. Managers are required to submit six-monthly reports on their staffing by gender, and are held accountable for the gender balance of their staff. In 1998, women accounted for 35 percent of new recruits with contracts of one year or more. Despite an impressive increase in the number of professional women staff members since 1992, less than one third of professional staff are women, with most in the lower grades. Stronger guidelines have been provided for 1999, with the meeting of gender targets now an explicit component in performance assessment of all hiring managers.

133. A new Spouse Employment Policy initiated in 1998 should help facilitate the recruitment and retention of international professional staff, especially women. A significant barrier to the recruitment of highly-trained professional staff is that international employment and career opportunities for spouses, who frequently also hold professional qualifications, are limited. The new WFP Spouse Employment Policy aims to facilitate the employment of professionally-qualified spouses of professional staff at all

locations, while avoiding conflict of interest. Employment may be with WFP, other United Nations agencies or NGOs. Where both partners are employed by WFP, the Programme will try to facilitate the assignment of both spouses to the same duty station.

WFP STAFF BY CATEGORY AND GENDER
AT 31 DECEMBER 1998[1]
(EXCLUDING SHORT-TERM, CONSULTANTS AND SSA)

Category	All	Women	% Women
PROFESSIONAL			
Higher Categories (D2 and above)	11	3	27
Country offices	1	0	0
Headquarters[1]	10	3	30
Unified Service Staff	232	58	25
Country offices	153	31	20
Headquarters[1]	79	27	34
Specialist Staff	56	24	43
Country offices	1	0	0
Headquarters[1]	55	24	44
Core Project Staff	123	39	32
Country offices	62	11	18
Headquarters[1]	61	28	46
Non-core Project Staff	281	89	32
Country offices	232	66	28
Headquarters[1]	49	23	47
Junior Professional Officers	57	35	61
Country offices	43	25	58
Headquarters[1]	14	10	71
Subtotal International Professional Staff and Higher Categories	760	248	33
Country offices	492	133	27
Headquarters[1]	268	115	43
United Nations Volunteers (in country offices)	73	17	23
National Officers (country offices)	200	59	30
TOTAL PROFESSIONAL STAFF	**1033**	**324**	**31**
GENERAL SERVICE			
Country offices (National)	749	278	37
Country offices (International)	16	12	75
Headquarters[1]	318	245	77
TOTAL GENERAL SERVICE	**1083**	**535**	**49**
TOTAL ALL STAFF	**2116**	**859**	**41**
Country offices (72%)	1530	499	33
Headquarters (28%)[1]	586	360	61

[1] Data on staff at headquarters also include staff in WFP liaison offices in Brussels, Geneva, New York, Yokohama and Washington.

134. A historical legacy that is now causing major administrative problems is the large number of different types of contracts under which WFP staff have been recruited. Although operational expediency, and the need to adapt rapidly to changing situations, is

at the root of the problem, the proliferation of types of contracts has created an inequitable situation for many staff members and complicated personnel administration. To address this, a comprehensive review of WFP's staffing policies for the International Professional Staff category commenced in 1998, with the objective of better tailoring WFP's staffing to operational needs: WFP must have the facility to expand and contract staff numbers quickly, in line with the expansion and contraction of operations. At the same time, the Programme must also be able to recruit and retain highly-trained and motivated staff. It is a major challenge to meet these two goals, while providing a more equitable contractual environment for staff and simplifying personnel administration.

135. In 1998, most WFP Country Directors and Regional Managers in countries where WFP has operational activities were accredited as WFP Representatives.

136. A new Senior Management Training Programme was introduced in 1998. One aspect of the training is a "360° Appraisal", a system of performance feedback by supervisors, the people they supervise and their peers. Over 100 senior managers have now completed two cycles of 360° feedback.

137. As part of an enhanced Employee Assistance Programme, part-time counsellors have been stationed in Nairobi, Abidjan and Islamabad to provide stress management advice and counselling to staff who have experienced traumatic events, such as being attacked or taken hostage. The counsellors have visited most of the major emergency areas.

138. WELCOM, a new interactive computerized Orientation Programme, was introduced in 1998 to help new and re-assigned staff to adjust to living and working in Rome. The programme is now being adapted for use in country offices, using country-specific information.

RESOURCING WFP ACTIVITIES

Global food aid flows

139. Global food aid deliveries in 1998 are estimated to have reached 8.0 million tons, the first increase in five years. Programme food aid, usually provided on a government-to-government basis as balance-of-payments support, accounted for nearly all this increase; relief and project food aid remained at approximately 1997 levels. Even so, targeted food aid—made up of relief and project categories—still represented almost 70 percent of total food aid deliveries.

140. The Asia region and that of sub-Saharan Africa received the largest proportion of food aid deliveries. Both regions received more food aid than during 1997. In Africa, the increase was mainly due to large emergency deliveries. In Asia, both programme and relief deliveries increased. The Latin America and the Caribbean region received about 50 percent more food aid than in 1997. This increase was mainly due to programme food aid deliveries, which doubled in 1998.

141. Two donors—the United States and Japan—accounted for most of the increase in global food aid, offsetting the general decline in food aid from most other donors.

Food Aid Convention

The current Food Aid Convention (FAC) expires in June 1999. In 1998, against a background of declining aid budgets and reduced food aid availability, FAC members established a working group to begin negotiations for a new Convention.

Although not a party to the Convention, WFP welcomed the invitation by FAC members to attend meetings of the working group to discuss how the new Convention might encourage better uses of food aid. WFP urged members to adopt a new Convention encouraging best use of food aid, while preventing food aid flows from falling below the current FAC commitment. To this end, WFP has proposed four clear objectives for the new FAC:

- **prevent the minimum level of tonnage committed under FAC from falling below 5.35 million tons;**
- **encourage allocation of food aid to the least developed countries, and then to prioritize allocations to low-income food-deficit countries and net food-importing developing countries, thus targeting food assistance to countries where widespread poverty and food insecurity coexist;**
- **maintain a floor level of 3.5 million tons of food aid for chronic (i.e. distinct from relief) food needs;**
- **promote, where appropriate, the use of local foods and micronutrient-fortified foods—thus improving the impact of the food delivered.**

Contributions, commitments and shortfalls

142. Total contributions to WFP in 1998 amounted to 1.7 billion dollars, one third more than in 1997. Both the United States and the United Kingdom more than doubled their contributions to WFP, while Japan increased its donations by 20 percent, Italy by 17 percent and France by 13 percent. Nevertheless, food aid requirements also significantly exceeded those of 1997, principally because of the increase in relief food aid needs, particularly for the large number of people affected by natural calamities. Furthermore, relief resources were almost all provided in direct response to appeals, rather than in anticipation of emergencies arising. Only three percent of funds contributed to emergency operations were fully untied (that is, without imposing conditions on their use, such as specific operations or areas of purchase).

143. Resources provided by donors for development activities declined in dollar terms by 13 percent since 1996 (from 399 million dollars in 1996 to 346 million dollars in 1998). This decline would have been even more dramatic if WFP had not received an exceptionally large additional contribution from the United States, which helped cover some of the outstanding requirements for development projects. The decline in resources for development has been offset to some extent by the fall in food prices (the price of commodities has fallen by approximately one quarter since 1996) and in transport rates (WFP charter rates have fallen by approximately 10 percent since 1996).

144. The increase in the proportion of directed multilateral contributions for development projects—29 percent in 1998—is a disturbing trend. Among other concerns, such directed contributions make it difficult to target resources consistently to the neediest people, and sometimes distort the allocation of resources. Already in 1998, donors had directed to some countries such a high level of development resources through WFP that they could not all be utilized; at the same time, activities in other countries had to be scaled back because there were insufficient development resources to fully fund them. If the trend

towards directed multilateral contributions continues, WFP will find it increasingly difficult to meet its obligation of providing the majority of its development assistance to the poorest countries, and to do so cost-effectively.

145. Resources for emergency operations increased dramatically, especially from the United States, which almost tripled its contributions. In all, WFP received almost one billion dollars for emergency operations in 1998, 80 percent more than the level received in 1997. Even so, resources available for emergency operations fell short of needs, and WFP faced a 23 percent shortfall over requirements (in tonnage terms, on a pro-rata basis for the calendar year). Emergency operations in Cuba, Armenia, Democratic Republic of Congo and Zambia in particular suffered from the resource shortfall, resulting either in breaks in the distribution of rations or in severe reduction of rations. Other operations that had to be scaled back because of a lack of resources were in Central America, China, Iraq, the Great Lakes region, Kenya, Pakistan, Sudan and Uganda. In Zambia, lack of commodities delayed the distribution of emergency assistance to 700,000 drought victims by three months, with consequent additional suffering for the affected population, and prevented the introduction of food-for-work projects intended to encourage recovery activities. In Kenya, the resource shortfall meant that WFP was unable to provide either a balanced food basket or fully meet the energy needs of drought victims. As a result, this WFP intervention was much less successful than it would have been in reducing malnutrition rates.

Resource Problems in the Great Lakes Region

During 1998, shortfalls in resources for relief operations in the Great Lakes region, combined with donors earmarking their contributions to specific countries, rather than to the regional operation as a whole, had significant consequences for WFP's beneficiaries. Although regional stocks were always adequate in terms of total food needs, with average regional stocks equivalent to more than 10-weeks' requirements, these food stocks were often not available for equitable distribution among all people. As a result, WFP instituted a series of swaps and loans, after seeking donor approval. While major impact on beneficiaries were averted, this was only achieved at considerable additional cost and administrative burden.

To complicate matters further, WFP had to match resource availability with delivery and distribution capacities, which were constrained by deteriorating security conditions. In Tanzania, general rations had to be reduced when transport routes were disrupted by floods; attendance at nutritional programmes increased sharply following the cut in general rations.

Lack of vegetable oil after mid-1998 meant that WFP had to give priority to nutritional interventions and programmes for vulnerable groups. To compensate for the lack of oil in the general ration, the amounts of cereals and pulses were increased. Nevertheless, removing oil from the general food basket had noticeable effects on the participation rates in food-for-work projects, which suffered from very high attrition rates. The nutritional status of beneficiaries in particularly food-insecure communes also failed to improve appreciably.

For refugees and displaced people who were most reliant on food aid, and whose coping mechanisms were weakest, lack of oil resulted in over-reliance on cereals in the diet, with consequent nutritional impact, particularly on children and women.

Delivery problems during the year also resulted in shortfalls of blended foods for refugees and displaced people. To compensate, WFP turned to fortified maize meal or, in some cases, a mixture of maize meal and dried skim-milk.

146. In some cases, such as in Bangladesh, China, Central America and Kenya, WFP was able to borrow resources from existing development projects in the region to meet some emergency food needs. However, the shortfall in emergency resources is likely to pose problems for the timely replacement of these borrowed commodities. Furthermore, any decline in support to development means that this ability to borrow commodities will become increasingly difficult in the future.

147. Following the introduction of the PRRO category in 1998, WFP began converting emergency operations of more than two-years duration into PRROs. Overall donor response to the new category was positive, with contributions totalling 322 million dollars, a slight increase over 1997. However, operations in Angola, Liberia Regional and Sierra Leone did not receive the level of resources WFP had requested. Fortunately, donors gave WFP flexibility in redirecting and using the resources that were provided, which enabled the Programme to meet the most pressing needs and respond to the changing situation as conflict flared and then died.

Immediate Response Account (IRA)

148. The IRA was extensively used in 1998 to make local and regional food purchases to meet urgent food needs in the critical first phases of emergency situations, while waiting for donors to confirm their contributions. In China, Indonesia, Honduras and Guinea Bissau, WFP advanced IRA funding within hours of the onset of the emergency situation. In all, 30.4 million dollars were advanced from the IRA to meet the requirements of new emergencies, as well as to avert critical pipeline breaks in ongoing relief operations. This is the highest use of the IRA since it was established in 1991.

149. However, the increased number of emergencies during the year, and the limited number of contributions for its replenishment, have strained the IRA account. The decline in contributions to the IRA continued in 1998, with total contributions of 15 million dollars the lowest-ever recorded, and only 40 percent of the annual target of 35 million dollars. At the same time, funds could not be revolved back into the IRA because of shortfalls in resourcing some emergency operations where the IRA had been drawn on—of the 30 million dollars advanced from the IRA for emergency operations in the course of the year, only eight million dollars was paid back. As a result, taking into account carry-over balances from 1998 and revolved amounts from ongoing emergency operations, the opening balance of the IRA in 1999 was only 10.2 million dollars.

WFP commodities fortified with micronutrients

150. The main concern of poor people is to have enough food to meet their energy needs. But often all they can afford are monotonous staple foods that provide energy but not all the micronutrients that the human body requires for normal growth and development, and good health. With the support of a 20-million dollar Canadian contribution through the Women's Health and Micronutrients Facility, WFP has made special efforts over recent years to ensure that support to vulnerable groups includes appropriate micronutrient intake.

151. Micronutrients come particularly from foods such as animal products, fruits and vegetables that poor people can rarely afford. In this situation, the only short-term solution is to fortify with micronutrients the basic foods that poor people eat. World Bank studies show that, after energy and protein needs have been met, micronutrient fortification is the most cost-effective intervention to overcome malnutrition.

152. Since 1998, all WFP salt is has been iodinized; all WFP vegetable oil and dried skimmed milk is fortified with vitamin A and, when necessary, with vitamin D; all wheat and maize flour provided by WFP enriched with vitamin B complex and supplemented with iron; and all WFP blended foods and high energy biscuits fortified with at least 12 different micronutrients.

153. Not all food can be fortified with micronutrients. Cereal grains and pulses—which form 80 percent of WFP commodities—can only be fortified if they are milled into flour. Several attempts have been made in the past to provide local milling facilities as part of WFP interventions, particularly in refugee situations, where people typically have less access to fresh foods. However, experience so far is that these facilities quickly become inoperable, usually because of poor maintenance and management. The problem is now being studied in detail, and a new approach of contracting NGOs to provide local milling facilities is being assessed. If the problem of providing milling facilities locally can be overcome, then it should also be possible to extend the availability of fortified foods provided by WFP.

Resource mobilization strategy

154. WFP has placed an increased emphasis on resource mobilization in order to strengthen and broaden its financial and resource base, as well as improve the predictability and reliability of funding. A concerted effort was made throughout 1998 to enhance coordination between headquarters and field offices in fund-raising. WFP Regional Managers and Country Directors play a critical role in raising resources for ongoing activities, ensuring that donor representatives in-country receive detailed operational information and understand first-hand how WFP's projects assist the most needy. To facilitate this process, new guidelines were prepared in 1998 to strengthen resource mobilization at field level.

155. WFP is supporting more innovative cooperation with donors in other ways. One key initiative was the establishment of WFP representation in Washington, to broaden the understanding of WFP in the United States, WFP's largest donor, as well as to serve as a source of information for the many NGOs in the Washington area. The Washington office will supplement the work of the other WFP liaison offices in New York, Geneva, Brussels and Yokohama.

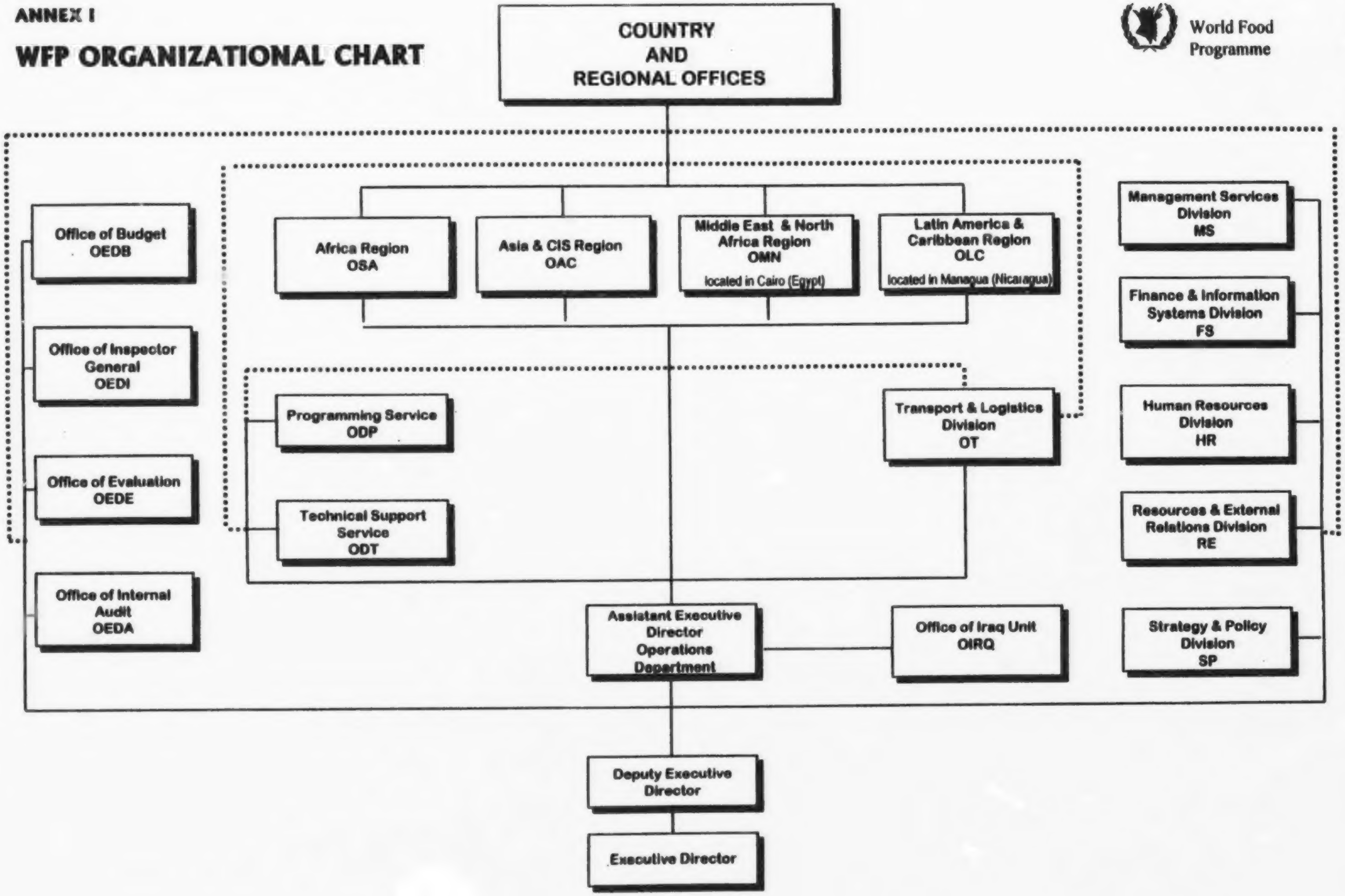
156. Donors continued to support WFP's efforts to improve the quality of projects with donations under the Dutch Quality Improvement Fund, Finnish support to the Gender Action Plan, and technical assistance from Germany. In 1998, WFP engaged several donors—including The Netherlands, Germany and the United Kingdom—to finance technical assistance projects that help improve the effectiveness of ongoing WFP relief and development activities. This effort will be expanded in 1999.

ANNEXES AND MAPS

World Food
Programme

ANNEX I

WFP ORGANIZATIONAL CHART


COUNTRY
AND
REGIONAL OFFICES
Office of Budget OEDB
Office of Inspector General OEDI
Office of Evaluation OEDE
Office of Internal Audit OEDA
Africa Region OSA
Asia & CIS Region OAC
Middle East & North Africa Region OMN located in Cairo (Egypt)
Latin America & Caribbean Region OLC located in Managua (Nicaragua)
Programming Service ODP
Technical Support Service ODT
Transport & Logistics Division OT
Assistant Executive Director Operations Department
Office of Iraq Unit OIRQ
Management Services Division MS
Finance & Information Systems Division FS
Human Resources Division HR
Resources & External Relations Division RE
Strategy & Policy Division SP
Deputy Executive Director
Executive Director

ANNEX II: GLOBAL FOOD AID PROFILE (1993–98)

	1993	1994	1995	1996	1997	1998[1]
1. Total food aid deliveries (in million tons—cereals in grain equivalent)	17.3	12.8	10.2	7.4	7.3	8.0
Cereals	15.4	11.0	8.8	6.4	6.5	7.0
Non-cereals	1.9	1.8	1.4	1.0	0.8	1.0
2. Food aid procurement in developing countries (percent of total)	9	11	15	16	17	11
3. Food aid deliveries by channel (percent of total)						
Bilateral	62	52	50	45	29	39
Multilateral (WFP representing more than 95 percent)	24	27	29	36	43	35
NGOs	14	21	21	19	28	26
4. Food aid deliveries by category (percent of total)						
Programme	61	45	43	39	22	31
Relief	24	34	34	37	46	37
Project	15	21	23	24	32	32
5. Food aid deliveries by region (percent of total)						
Sub-Saharan Africa	29	34	32	36	33	37
Asia	12	20	24	28	39	37
Europe and CIS	41	29	29	18	14	10
Latin America and the Caribbean	12	11	9	11	9	12
North Africa and Middle East	6	7	6	8	5	4
6. Food aid deliveries by country special status category (percent of total)						
Deliveries to developing countries	66	83	87	91	91	93
Deliveries to low-income, food-deficit countries	53	75	80	82	87	85
Deliveries to least developed countries	27	42	40	47	48	48
7. Total cereal food aid deliveries expressed as percent of:						
World cereal production	0.9	0.6	0.5	0.3	0.3	0.4
World cereal imports[2]	7.7	5.4	4.2	3.0	2.9	3.3
8. Cereal food aid deliveries to LIFDCs expressed as percent of:						
LIFDC-cereal production	1.1	1.1	0.9	0.6	0.7	0.7
LIFDC-cereal imports[2]	12.5	11.5	9.0	7.6	6.8	8.6

[1] Provisional.

[2] Import statistics refer to July/June periods ending in the reported years, except for rice, which refer to the calendar year shown.

Sources: WFP (INTERFAIS), February 1999, and FAO, Food Outlook, February 1999.

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%
GRAND TOTAL	**1 412 996**	**100**	**1 096 681**	**100**	**1 077 309**	**100**	**1 081 148**	**100**	**1 237 547**	**100**
DEVELOPMENT	**311 474**	**22**	**340 844**	**31**	**279 091**	**26**	**332 692**	**31**	**254 319**	**21**
Agricultural and rural development	**180 923**		**175 008**		**134 276**		**185 346**		**133 855**	
Agricultural production	134 919		149 213		116 037		159 466		99 780	
Food reserves	(17)		3 896		821		(143)		2	
Rural infrastructure	29 596		19 197		16 059		19 725		29 465	
Settlement	16 425		2 702		1 359		6 298		4 608	
Human resource development	**130 551**		**165 836**		**144 815**		**147 346**		**120 464**	
MCH and primary schools	109 486		140 684		122 678		107 465		97 841	
Literacy training and other education	21 065		25 152		22 137		39 881		22 623	
RELIEF	**873 501**	**62**	**613 924**	**56**	**737 655**	**68**	**703 366**	**65**	**915 500**	**74**
Emergency	**609 815**		**426 377**		**488 779**		**469 029**		**696 990**	
Drought/crop failures	110 627		60 277		20 255		65 817		235 372	
Man-made disasters	494 078		363 700		442 267		285 215		359 207	
Sudden natural disasters	5 110		2 400		26 257		117 997		102 411	
PRO AND PRRO	**263 686**		**187 547**		**248 876**		**234 337**		**218 510**	
Protracted displaced person operations	109 119		116 180		157 558		132 992		122 361	
Protracted refugee operations	154 567		71 367		91 318		101 345		96 149	
SPECIAL OPERATIONS	**0**		**0**		**18 457**	**2**	**20 654**	**2**	**34 111**	**3**
TRUST FUNDS[3]	**207 746**	**15**	**141 644**	**13**	**31 124**	**3**	**11 077**	**1**	**23 920**	**2**
OTHER[4]	**20 275**	**1**	**249**		**10 982**	**1**	**13 369**	**1**	**9 697**	**1**

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%
SUB-SAHARAN AFRICA	**838 625**	**100**	**616 181**	**100**	**553 323**	**100**	**501 691**	**100**	**646 925**	**100**
Percentage of all regions	59		56		51		46		52	
DEVELOPMENT	**84 138**	**10**	**118 238**	**19**	**90 149**	**16**	**96 912**	**19**	**81 035**	**13**
Agricultural and rural development	**30 473**		**51 786**		**25 067**		**45 522**		**41 333**	
Agricultural production	20 714		41 330		19 958		36 623		27 839	
Food reserves	12		3 696		821		(143)		2	
Rural infrastructure	9 459		6 241		4 204		8 781		13 126	
Settlement	288		319		84		261		366	
Human resource development	**53 665**		**66 452**		**65 082**		**51 390**		**39 702**	
MCH and primary schools	47 112		57 575		58 584		45 318		33 944	
Literacy training and other education	6 553		8 877		6 498		6 072		5 758	
RELIEF	**609 606**	**73**	**422 786**	**69**	**434 568**	**79**	**403 959**	**81**	**538 551**	**83**
Emergency	**428 221**		**298 359**		**256 564**		**256 717**		**371 064**	
Drought/crop failures	108 840		60 275		20 200		64 192		56 566	
Man-made disasters	314 900		238 084		236 364		187 972		292 071	
Sudden natural disasters	4 481		0		0		4 553		22 427	
PRO AND PRRO	**181 385**		**124 427**		**178 004**		**147 242**		**167 487**	
Protracted displaced person operations	87 230		72 329		106 926		64 080		89 698	
Protracted refugee operations	94 155		52 098		71 078		83 162		77 789	
SPECIAL OPERATIONS	**0**		**0**		**13 478**	**2**	**5 196**	**1**	**19 101**	**3**
TRUST FUNDS[3]	**144 881**	**17**	**75 157**	**12**	**18 128**	**3**	**(4 376)**		**8 238**	**1**

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%
ASIA	**232 745**	**100**	**181 929**	**100**	**198 858**	**100**	**352 744**	**100**	**400 980**	**100**
Percentage of all regions	16		17		18		33		32	
DEVELOPMENT	**126 633**	**54**	**97 586**	**54**	**100 274**	**50**	**149 670**	**42**	**102 007**	**25**
Agricultural and rural development	**92 668**		**68 428**		**69 626**		**103 326**		**61 186**	
Agricultural production	84 118		66 749		66 981		98 332		55 898	
Food reserves	(29)		0		0		0		0	
Rural infrastructure	2 485		1 383		2 687		4 994		5 274	
Settlement	6 094		296		(42)		0		14	
Human resource development	**33 965**		**29 158**		**30 648**		**46 344**		**40 821**	
MCH and primary schools	20 332		17 056		21 728		21 992		24 414	
Literacy training and other education	13 633		12 102		8 920		24 352		16 407	
RELIEF	**82 798**	**36**	**56 064**	**31**	**89 243**	**45**	**194 623**	**55**	**294 246**	**73**
Emergency	**10 162**		**2 438**		**26 336**		**112 489**		**251 684**	
Drought/crop failures	1 799		5		56		3		171 046	
Man-made disasters	7 784		20		23		2 032		3 942	
Sudden natural disasters	579		2 413		26 257		110 454		76 696	
PRO AND PRRO	**72 636**		**53 626**		**62 907**		**82 134**		**42 562**	
Protracted displaced person operations	21 890		43 851		50 632		68 912		32 696	
Protracted refugee operations	50 746		9 775		12 275		13 222		9 866	
SPECIAL OPERATIONS	**0**		**0**		**0**		**1 243**	**0**	**1 064**	**0**
TRUST FUNDS[3]	**23 314**	**10**	**28 279**	**16**	**9 341**	**5**	**7 208**	**2**	**3 663**	**1**

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expenditures	%	Expenditures	%	Expenditures	%	Expenditures	%	Expenditures	%
EUROPE AND CIS	186 586	100	130 929	100	165 406	100	77 503	100	57 140	100
Percentage of all regions	13		12		15		7		5	
RELIEF	152 097	82	99 281	76	157 810	95	74 787	96	56 099	98
Emergency	152 097		99 281		157 810		74 787		56 099	
Man-made disasters	152 097		99 281		157 810		74 787		56 099	
SPECIAL OPERATIONS	0		0		4 979	3	3 045	4	641	1
TRUST FUNDS[3]	34 489	18	31 648	24	2 617	2	(329)		400	1

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%
LATIN AMERICA & THE CARIBBEAN	**58 968**	**100**	**89 155**	**100**	**60 957**	**100**	**52 743**	**100**	**63 853**	**100**
Percentage of all regions	4		8		6		5		5	
DEVELOPMENT	**53 398**	**91**	**84 803**	**95**	**57 178**	**94**	**46 106**	**87**	**49 259**	**77**
Agricultural and rural development	**30 843**		**29 160**		**22 896**		**15 414**		**19 379**	
Agricultural production	13 058		17 262		16 561		10 933		8 428	
Rural infrastructure	17 608		11 451		6 120		4 480		10 951	
Settlement	177		447		214		1		0	
Human resource development	**22 555**		**55 643**		**34 283**		**30 692**		**29 880**	
MCH and primary schools	22 555		55 621		32 049		29 211		29 893	
Literacy training and other education	0		22		2 234		1 481		(13)	
RELIEF	**2 253**	**4**	**1 757**	**2**	**1 185**	**2**	**5 647**	**11**	**11 324**	**18**
Emergency	**294**		**968**		**1 383**		**5 633**		**11 324**	
Drought/crop failures	(6)		(2)		0		1 621		7 750	
Man-made disasters	231		970		1 383		1 087		275	
Sudden natural disasters	69		0		0		2 925		3 299	
PRO AND PRRO	**1 959**		**789**		**(198)**		**14**		**0**	
Protracted refugee operations	1 959		789		(198)		14		0	
TRUST FUNDS[3]	**3 317**	**6**	**2 595**	**3**	**2 594**	**4**	**990**	**2**	**3 270**	**5**

ANNEX III TABLE 1: WFP OPERATIONAL EXPENDITURES[1] BY REGION AND TYPE 1994-98 *(thousand dollars)*

	1994		1995		1996		1997		1998[2]	
	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%	Expen-ditures	%
NORTH AFRICA & MIDDLE EAST	**75 795**	**100**	**78 221**	**100**	**87 786**	**100**	**83 106**	**100**	**58 956**	**100**
Percentage of all regions	5		7		8		8		5	
DEVELOPMENT	**47 303**	**62**	**40 218**	**51**	**31 491**	**36**	**40 002**	**48**	**22 018**	**37**
Agricultural and rural development	**28 937**		**25 634**		**16 689**		**21 081**		**11 958**	
Agricultural production	17 028		23 872		12 537		13 577		7 615	
Rural infrastructure	43		122		3 049		1 469		114	
Settlement	9 866		1 640		1 103		6 035		4 229	
Human resource development	**20 366**		**14 584**		**14 802**		**18 921**		**10 060**	
MCH and primary schools	19 487		10 432		10 318		10 944		9 590	
Literacy training and other education	879		4 152		4 484		7 977		470	
RELIEF	**26 747**	**35**	**34 038**	**44**	**54 851**	**62**	**24 350**	**29**	**15 284**	**26**
Emergency	**19 040**		**25 334**		**46 687**		**19 402**		**6 824**	
Drought/crop failures	(6)		0		0		0		0	
Man-made disasters	19 065		25 347		46 687		19 337		6 624	
Sudden natural disasters	(19)		(13)		0		65		0	
PRO AND PRRO	**7 707**		**8 704**		**8 164**		**4 948**		**8 460**	
Protracted displaced person operations	0		0		0		0		0	
Protracted refugee operations	7 707		8 704		8 164		4 948		8 460	
SPECIAL OPERATIONS	**0**		**0**		**0**		**11 170**	**13**	**13 305**	**23**
TRUST FUNDS[3]	**1 745**	**2**	**3 965**	**5**	**1 444**	**2**	**7 584**	**9**	**8 349**	**14**

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[1] Excludes programme support and administrative costs. In this table, non-food items expenditures are included under "Trust Funds".

[2] Provisional figures.

[3] Trust Funds expenditures include Bilateral, JPO and other funds in trust.

[4] Operational expenditures such as insurance that cannot be apportioned by project or operation.

Negative figures, shown in parentheses, represent financial adjustments.

ANNEX III TABLE 2: WFP OPERATIONAL EXPENDITURES[1] BY COUNTRY, REGION AND TYPE 1995-98 *(thousand dollars)*

	1 995				1 996					1 997					1 998[2]				
	Development	Relief	Extra-budgetary	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total
SUB-SAHARAN AFRICA																			
Angola	(214)	33 348	9 217	**42 351**	0	60 031	6 603	162	**66 796**	0	53 860	6 133	(307)	**59 686**	832	27 984	9 366	349	**38 531**
Benin	5 604	422	(133)	**5 893**	2 803	691	0	94	**3 588**	4 280	17	0	76	**4 373**	4 555	0	0	254	**4 809**
Botswana	4 654	0	111	**4 765**	2 958	(6)	0	(1)	**2 951**	44	0	0	(45)	**(1)**	2	0	0	0	**2**
Burkina Faso	7 738	660	30	**8 428**	5 008	1 487	0	228	**6 723**	4 444	1 109	0	49	**5 602**	7 320	26	0	786	**8 132**
Burundi[2]	2 238	1 823	12 464	**16 525**	526	(330)	0	91	**287**	(38)	60	0	(242)	**(219)**	210	168	0	(307)	**70**
Cameroon	2 383	0	110	**2 493**	1 578	0	0	0	**1 578**	604	0	0	0	**604**	67	2 684	0	14	**2 765**
Cape Verde Islands	7 759	0	1 417	**9 176**	6 937	0	0	(1)	**6 936**	2 951	0	0	(5)	**2 946**	1 934	0	0	40	**1 974**
Central African Republic	127	(1 516)	0	**(1 389)**	(7)	(31)	0	114	**74**	1 168	(73)	0	19	**1 114**	786	0	0	30	**816**
Chad	7 400	0	212	**7 612**	13 747	0	0	65	**13 812**	3 152	3 071	0	(2)	**6 221**	2 490	1 985	0	85	**4 560**
Comoros	1 512	0	0	**1 512**	(309)	0	0	0	**(309)**	(129)	0	0	0	**(129)**	0	0	0	0	**0**
Congo	(44)	1	0	**(43)**	16	(2)	0	0	**14**	(46)	(24)	0	0	**(70)**	0	0	0	0	**0**
Congo, Dem. Rep. of the	0	24 333	1 413	**25 746**	0	(593)	0	4 132	**3 539**	273	(4 447)	0	358	**(3 816)**	337	197	0	62	**596**
Côte d'Ivoire[3]	2 632	1	29	**2 662**	5 951	(1)	0	23	**5 973**	3 120	0	0	(23)	**3 097**	831	0	0	1 009	**1 840**
Djibouti	388	3 032	275	**3 695**	224	817	0	(2)	**1 039**	14	2 247	0	9	**2 270**	225	1 150	0	8	**1 383**
Equatorial Guinea	3 242	0	0	**3 242**	45	0	0	0	**45**	(240)	0	0	(32)	**(272)**	0	0	0	0	**0**
Eritrea	485	3 989	3 753	**8 227**	5	(2 517)	0	(17)	**(2 529)**	(85)	(1 587)	0	(667)	**(2 339)**	0	71	0	253	**324**
Ethiopia	16 550	38 730	8 307	**63 587**	8 126	36 221	0	1 349	**45 696**	25 111	59 501	0	(1 122)	**83 490**	16 553	54 351	0	1 043	**71 947**
Gambia	(235)	0	0	**(235)**	904	0	0	0	**904**	2 020	0	0	47	**2 067**	2 617	0	0	0	**2 617**
Ghana[3]	3 097	6 249	252	**9 598**	106	(515)	0	13	**(396)**	1 834	(767)	0	(12)	**1 055**	1 474	0	0	142	**1 616**
Guinea[3]	897	14	139	**1 050**	841	(14)	0	0	**827**	(163)	0	0	0	**(163)**	1 301	691	0	0	**1 992**
Guinea-Bissau	1 137	694	26	**1 857**	4 463	(6)	0	0	**4 457**	1 970	0	0	(3)	**1 967**	(46)	3 589	0	0	**3 543**
Kenya	(1 209)	7 454	3 433	**9 678**	2 285	15 368	0	(78)	**17 575**	4 280	27 155	0	(453)	**30 982**	3 909	31 515	1 875	572	**37 871**
Lesotho	3 901	3 033	378	**7 312**	4 485	1 805	0	499	**6 789**	3 411	20	0	(8)	**3 423**	2 881	2	0	9	**2 892**
Liberia[3]	0	59 350	4 450	**63 800**	0	68 937	430	(406)	**68 961**	0	19 698	289	(257)	**19 730**	1 009	40 369	2 030	284	**43 692**
Madagascar	1 310	58	3 485	**4 853**	1 530	(16)	0	121	**1 635**	2 504	295	0	6	**2 805**	2 769	134	0	26	**2 929**
Malawi	2 929	20 004	3 991	**26 924**	3 436	4 367	0	86	**7 889**	2 372	(767)	0	(651)	**954**	1 996	1 591	0	200	**3 787**
Mali	4 172	0	40	**4 212**	4 000	0	0	17	**4 017**	2 956	4 435	0	0	**7 391**	1 823	3 027	0	169	**5 019**
Mauritania	5 344	1 984	(83)	**7 245**	1 583	3 523	0	20	**5 126**	4 371	5 760	0	(13)	**10 118**	2 620	97	0	74	**2 791**
Mauritius	2 335	0	0	**2 335**	91	0	0	0	**91**	12	0	0	0	**12**	2	0	0	0	**2**
Mozambique	2 367	11 789	1 836	**15 992**	(99)	12 930	0	156	**12 987**	1 138	4 883	0	(971)	**5 050**	4 961	4 602	0	1 808	**11 371**

ANNEX III TABLE 2: WFP OPERATIONAL EXPENDITURES[1] BY COUNTRY, REGION AND TYPE 1995-98 *(thousand dollars)*

	1995				1996					1997					1998[2]				
	Development	Relief	Extra-budgetary	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total	Development	Relief	Special Oper.	Trust Funds[4]	Total
Namibia	674	709	51	1 434	866	(136)	0	0	730	0	(4)	0	0	(4)	0	0	0	0	0
Niger	7 290	0	778	8 068	8 632	0	0	39	8 672	8 166	0	0	57	8 224	8 092	0	0	270	8 363
Nigeria	0	0	0	0	0	0	0	6	6	0	0	0	(1)	(1)	0	0	0	0	0
Rwanda[3]	2 164	138 197	10 351	150 714	1 184	184 778	5 936	4 508	196 366	6 049	141 210	(1 983)	(409)	144 867	(171)	108 128	3 897	(7)	111 847
Sao Tome and Principe	2 180	0	3	2 183	263	0	0	0	263	225	0	0	0	225	528	0	0	0	528
Senegal	3 606	1 283	1 048	5 937	1 627	(68)	0	270	1 829	2 628	(366)	0	141	2 403	3 056	0	0	342	3 398
Seychelles	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Sierra Leone	2 911	0	64	2 975	496	13 323	226	(142)	13 903	(310)	11 529	(133)	0	11 086	0	23 742	38	50	23 830
Somalia	1	15 723	8 217	23 942	0	4 277	120	601	4 998	0	8 070	825	89	8 984	0	22 536	589	812	23 937
Sudan	5 745	1 698	(5 016)	2 427	3 656	15 015	126	(2 853)	15 944	5 637	25 992	0	726	32 355	3 972	150 528	1 302	463	156 264
Swaziland	0	1 432	73	1 505	0	1 898	0	0	1 898	0	108	0	0	108	0	(17)	0	0	(17)
Tanzania[3]	1 407	18 682	1 807	21 896	(12)	(340)	0	5 603	5 251	(35)	12 572	0	(571)	11 966	942	13 529	0	(815)	13 656
Togo	255	170	2	427	57	240	0	0	297	0	(18)		0	(17)	0	0	0	0	0
Uganda	3 836	18 914	1 042	23 792	1 833	12 168	0	141	14 143	2 357	29 053	0	(66)	31 344	218	30 123	0	29	30 370
Zambia	852	11 949	2 250	15 051	2 290	1 319	0	282	3 901	674	1 351	0	(70)	1 955	2 930	5 585	0	(16)	8 499
Zimbabwe	0	(1 438)	0	(1 438)	0	(52)	0	0	(52)	0	0	0	0	0	0	154	0	0	154
Not specified[5]	0	0	(690)	(690)	0	0	34	0	34	0	0	43	0	43	0	0	0	0	0
TOTAL REGION	**115 256**	**432 795**	**78 106**	**616 163**	**96 147**	**434 848**	**13 477**	**18 128**	**563 321**	**96 912**	**403 955**	**5 196**	**(4 376)**	**501 681**	**81 035**	**538 861**	**19 190**	**8 237**	**648 926**
ASIA																			
Afghanistan	0	25 620	5 330	30 950	0	41 672	0	367	42 039	0	50 983	0	(428)	50 555	0	18 404	0	(303)	18 101
Bangladesh	33 550	7 072	115	40 737	25 401	2 668	0	59	28 128	56 840	3 426	0	182	60 448	36 782	30 946	0	1 019	68 747
Bhutan	1 463	0	16	1 479	1 675	0	0	432	2 107	1 892	0	0	41	1 933	1 320	0	0	228	1 548
Cambodia	0	14 462	13 275	27 737	0	8 594	0	4 885	13 479	0	15 283	0	(1 070)	14 212	0	11 857	0	214	12 071
China	21 183	0	31	21 214	22 416	0	0	0	22 416	38 152	0	0	0	38 152	15 323	9 204	0	0	24 527
India	21 739	0	1 415	23 154	28 352	0	0	825	29 177	23 642	0	0	176	23 818	23 760	0	0	132	23 892
Indonesia	1 109	58	0	1 167	(58)	(2)	0	0	(60)	(1)	0	0	0	(1)	0	81 553	0	0	81 553
Korea D.P.R. of	0	1 936	121	2 057	0	22 183	0	215	22 398	0	99 300	0	5 360	104 660	0	125 806	0	611	126 417
Lao People's Dem. Rep.	0	(37)	1 663	1 626	0	4 042	0	447	4 489	0	11 155	0	832	11 987	0	2 083	0	0	2 083
Malaysia	0	0	0	0	0	0	0	15	15	0	0	0	0	0	0	0	0	0	0

ANNEX III TABLE 2: WFP OPERATIONAL EXPENDITURES[1] BY COUNTRY, REGION AND TYPE 1995-98 *(thousand dollars)*

	1995				1996					1997					1998[2]				
	Development	Relief	Extra-budgetary	Total	Development	Relief	Special Oper	Trust Funds[4]	Total	Development	Relief	Special Oper	Trust Funds[4]	Total	Development	Relief	Special Oper	Trust Funds[4]	Total
Mongolia	0	(7)	(11)	**(18)**	0	0	0	0	**0**	0	0	0	0	**0**	0	0	0	0	**0**
Myanmar	0	0	1 252	**1 252**	0	0	0	1 336	**1 336**	0	0	0	1 564	**1 564**	0	33	0	1 282	**1 315**
Nepal	2 037	4 640	1 586	**8 263**	5 309	7 116	0	51	**12 476**	4 526	5 767	0	(1)	**10 292**	4 591	6 605	0	154	**11 350**
Pakistan	3 135	(2 323)	2 436	**3 248**	3 200	2 367	0	124	**5 692**	9 511	5 169	1 242	456	**16 378**	8 013	1 363	981	195	**10 552**
Papua New Guinea	0	0	0	**0**	0	0	0	0	**0**	0	0	0	0	**0**	0	0	82	0	**82**
Philippines	720	896	6	**1 622**	(20)	7	0	0	**(13)**	0	1	0	0	**1**	0	0	0	0	**0**
Sri Lanka	1 279	3 502	6	**4 787**	2 135	336	0	76	**2 547**	1 261	2 626	0	0	**3 887**	969	2 403	0	128	**3 501**
Thailand	0	0	(129)	**(129)**	0	0	0	(15)	**(15)**	0	908	0	0	**907**	0	3 812	0	0	**3 812**
Viet Nam	11 367	241	1 159	**12 767**	11 860	254	0	521	**12 637**	13 846	0	0	94	**13 940**	11 244	168	0	(1)	**11 411**
TOTAL REGION	**97 586**	**56 063**	**28 276**	**181 925**	**100 273**	**89 241**	**0**	**9 340**	**198 854**	**149 670**	**194 622**	**1 242**	**7 207**	**352 741**	**102 006**	**294 244**	**1 063**	**3 663**	**400 976**
EUROPE AND CIS																			
Albania	0	0	0	**0**	0	0	0	0	**0**	0	3 533	0	0	**3 533**	0	396	0	0	**396**
Armenia	0	4 112	883	**4 995**	0	3 042	0	315	**3 358**	0	2 890	0	(1)	**2 889**	0	6 084	0	(14)	**6 070**
Azerbaijan	0	4 746	193	**4 939**	0	4 253	0	9	**4 263**	0	3 472	0	0	**3 472**	0	3 441	0	0	**3 441**
Bosnia and Herzegovina	0	0	152	**152**	0	0	0	6	**6**	0	0	0	(4)	**(4)**	0	0	0	(1)	**(1)**
Bulgaria	0	0	0	**0**	0	0	0	15	**15**	0	0	0	(15)	**(15)**	0	0	0	0	**0**
Georgia	0	6 089	348	**6 437**	0	2 967	0	17	**2 984**	0	4 783	0	(9)	**4 773**	0	2 988	0	0	**2 988**
Kyrgyzstan	0	(7)	6	**(1)**	0	(52)	0	0	**(52)**	0	1	0	0	**1**	0	0	0	0	**0**
Moldova	0	0	2 282	**2 282**	0	0	0	(81)	**(81)**	0	0	0	1	**1**	0	0	0	0	**0**
Russian Federation	0	2 453	127	**2 580**	0	2 794	0	0	**2 794**	0	1 188	0	0	**1 188**	0	(10)	0	0	**(10)**
Tajikistan	0	9 946	386	**10 332**	0	9 549	0	0	**9 549**	0	12 903	0	0	**12 903**	0	8 211	0	0	**8 211**
Yugoslavia, Former	0	71 939	20 858	**92 797**	0	134 578	230	2 334	**137 144**	0	46 668	749	(298)	**47 120**	0	34 987	57	414	**35 458**
Not specified CIS	0	0	6 407	**6 407**	0	675	4 748	0	**5 424**	0	(654)	2 295	0	**1 641**	0	0	583	0	**583**
TOTAL REGION	**0**	**99 278**	**31 642**	**130 920**	**0**	**157 810**	**4 978**	**2 615**	**165 406**	**0**	**74 784**	**3 044**	**(326)**	**77 503**	**0**	**56 097**	**640**	**399**	**57 136**
LATIN AMERICA AND THE CARIBBEAN																			
Antigua and Barbuda	0	0	0	**0**	451	0	0	0	**451**	0	0	0	0	**0**	0	0	0	0	**0**
Bolivia	6 333	0	432	**6 765**	3 968	0	0	51	**4 019**	10 765	0	0	177	**10 942**	4 437	0	0	149	**4 586**
Brazil	1 377	0	0	**1 377**	133	0	0	0	**133**	(11)	0	0	0	**(11)**	9	0	0	0	**9**
Chile	0	0	0	**0**	0	0	0	0	**0**	0	0	0	0	**0**	0	0	0	0	**0**
Colombia	2 776	0	7	**2 783**	1 853	0	0	4	**1 857**	64	0	0	4	**68**	1 594	0	0	0	**1 594**

ANNEX III TABLE 2: WFP OPERATIONAL EXPENDITURES[1] BY COUNTRY, REGION AND TYPE 1995-98 *(thousand dollars)*

	1 995				1 996					1 997					1998[2]				
	Develop-ment	Relief	Extra-budgetary	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total
Costa Rica	1 517	0	0	**1 517**	833	0	0	44	**878**	1	0	0	2	**4**	0	0	0	0	**0**
Cuba	5 608	0	141	**5 749**	9 431	0	0	692	**10 123**	4 413	2 925	0	(1)	**7 337**	2 236	1 391	0	51	**3 678**
Dominica	1 294	0	0	**1 294**	219	0	0	0	**219**	0	0	0	0	**0**	0	0	0	0	**0**
Dominican Republic	1 224	0	181	**1 405**	2 993	0	0	203	**3 196**	1 823	0	0	13	**1 837**	5 008	0	0	603	**5 611**
Ecuador	4 053	0	294	**4 347**	2 980	0	0	4	**2 984**	1 813	0	0	(2)	**1 810**	4 979	185	0	3	**5 168**
El Salvador	7 558	0	224	**7 782**	4 560	0	0	31	**4 592**	1 456	0	0	2	**1 458**	5 320	0	0	28	**5 348**
Grenada	0	0	0	**0**	457	0	0	0	**457**	0	0	0	0	**0**	0	0	0	0	**0**
Guatemala	6 803	0	48	**6 851**	7 977	0	0	342	**8 319**	5 653	981	0	12	**6 646**	4 100	274	0	232	**4 606**
Guyana	2 349	0	14	**2 363**	3 894	0	0	138	**4 032**	997	0	0	45	**1 042**	815	0	0	0	**815**
Haiti	3 308	959	290	**4 557**	2 563	1 383	0	459	**4 405**	2 815	1 666	0	184	**4 665**	3 223	478	0	1 524	**5 226**
Honduras	7 203	6	269	**7 478**	2 514	0	0	32	**2 547**	3 877	0	0	91	**3 969**	5 296	0	0	105	**5 401**
Jamaica	7 393	0	179	**7 572**	618	0	0	64	**682**	1 411	0	0	50	**1 461**	(12)	0	0	1	**(10)**
Mexico	6 305	782	32	**7 119**	289	(198)	0	0	**91**	(14)	13	0	0	**0**	0	0	0	0	**0**
Nicaragua	6 749	0	157	**6 906**	5 073	0	0	429	**5 502**	6 631	59	0	239	**6 930**	5 964	8 994	0	484	**15 443**
Panama	817	0	0	**817**	1 063	0	0	48	**1 111**	764	0	0	27	**792**	278	0	0	13	**291**
Paraguay	478	0	0	**478**	1 469	0	0	0	**1 469**	504	0	0	0	**504**	0	0	0	0	**0**
Peru	10 992	(2)	320	**11 311**	1 990	0	0	47	**2 038**	3 136	0	0	23	**3 159**	6 005	0	0	73	**6 078**
St. Kitts and Nevis	0	0	0	**0**	430	0	0	0	**430**	0	0	0	0	**0**	0	0	0	0	**0**
St.Lucia	557	0	0	**557**	947	0	0	0	**947**	0	0	0	0	**0**	0	0	0	0	**0**
St.Vincent and the Gren.	0	0	0	**0**	462	0	0	0	**462**	0	0	0	0	**0**	0	0	0	0	**0**
TOTAL REGION	**84 601**	**1 707**	**2 694**	**[illegible]**	**57 179**	**1 184**	**0**	**2 594**	**60 957**	**48 105**	**3 647**	**0**	**989**	**52 742**	**49 260**	**11 323**	**0**	**3 270**	**63 853**

MIDDLE EAST AND NORTH AFRICA

	1 995				1 996					1 997					1998[2]				
	Develop-ment	Relief	Extra-budgetary	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds[4]	Total
Algeria	0	4 820	397	**5 217**	0	8 115	0	323	**8 439**	0	897	0	79	**976**	0	4 518	0	464	**4 981**
Egypt	7 429	0	78	**7 507**	1 731	0	0	39	**1 770**	6 196	0	0	0	**6 196**	4 225	0	0	1 125	**5 351**
Gaza/West Bank	910	178	661	**1 749**	1 438	500	0	134	**2 073**	1 713	211	0	(12)	**1 911**	4 551	5	0	0	**4 557**
Iran	0	4 099	0	**4 099**	0	2 122	0	40	**2 162**	0	3 735	0	0	**3 736**	0	3 299	0	0	**3 299**
Iraq (*)	0	23 775	2 780	**26 555**	0	45 974	0	697	**46 672**	0	18 907	11 169	7 527	**37 603**	0	6 778	13 305	6 759	**26 843**

ANNEX III TABLE 2: WFP OPERATIONAL EXPENDITURES[1] BY COUNTRY, REGION AND TYPE 1995-98 *(thousand dollars)*

	1 995				1 996					1 997					1998 [2]				
	Develop-ment	Relief	Extra-budgetary	Total	Develop-ment	Relief	Special Oper.	Trust Funds [4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds [4]	Total	Develop-ment	Relief	Special Oper.	Trust Funds [4]	Total
Jordan	5 435	0	15	5 450	5 487	0	0	23	5 510	4 824	(40)	0	(14)	4 770	1 990	0	0	0	1 990
Lebanon	2 179	0	0	2 179	1 175	0	0	0	1 175	0	0	0	0	0	0	0	0	0	0
Morocco	1 983	0	18	2 001	688	0	0	0	688	4 314	0	0	0	4 314	407	0	0	0	407
Syrian Arab Republic	13 744	(33)	0	13 711	6 619	(19)	0	11	6 611	10 519	0	0	0	10 519	5 756	0	0	0	5 756
Tunisia	3 872	0	0	3 872	5 350	0	0	0	5 350	2 792	0	0	5	2 797	(88)	0	0	0	(88)
Turkey	439	(1)	0	438	346	4	0	0	350	2	0	0	0	2	0	0	0	0	0
Yemen	4 222	1 197	13	5 432	8 653	152	0	174	8 979	9 639	639	0	0	10 278	5 171	684	0	(1)	5 854
TOTAL REGION	**40 213**	**34 038**	**3 962**	**78 214**	**31 488**	**54 848**	**0**	**1 441**	**87 780**	**39 899**	**24 349**	**11 169**	**7 686**	**83 103**	**22 012**	**15 282**	**13 306**	**8 347**	**58 947**
ALL REGIONS	**340 844**	**613 924**	**141 644**	**1 096 412**	**279 081**	**737 656**	**18 467**	**31 124**	**1 066 328**	**332 691**	**703 366**	**20 653**	**11 077**	**1 067 787**	**264 315**	**915 504**	**34 111**	**23 919**	**1 227 849**
OTHER [5]				**249**					**10 982**					**13 361**					**9 697**
GRAND TOTAL				**1 096 661**					**1 077 309**					**1 081 148**					**1 237 846**

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[1] Excludes programme support and administrative costs. In this table, non-food items expenditures are included under "Trust Funds"

[2] Provisional figures

[3] Expenditures reported under Rwanda also cover expenditures incurred under the Great Lakes Emergency Operation in Burundi, Tanzania, DRC, Uganda, and Congo. Expenditures reported under Liberia also cover expenditures incurred under the Liberia Regional refugee operation in Côte d'Ivoire, Ghana and Guinea.

[4] Trust Funds expenditures include Bilateral, JPO and other funds in trust

[5] Operational expenditures such as insurance that cannot be apportioned by project or operation

Negative figures, shown in parentheses, represent financial adjustments

(*) Underlined data represent funds from the United Nations Security Council resolution 986, "Oil-for-food" Agreement

ANNEX III TABLE 3A: WFP OPERATIONAL EXPENDITURES1 FOR DEVELOPMENT PROJECTS AND RELIEF OPERATIONS BY COUNTRY
SPECIAL STATUS CATEGORY AND REGION, 1994-98 *(thousand dollars)*

	1994			1995			1996			1997			1998 [2]		
	Expenditures	% of total	Per capita (dollars)	Expenditures	% of total	Per capita (dollars)	Expenditures	% of total	Per capita (dollars)	Expenditures	% of total	Per capita (dollars)	Expenditures	% of total	Per capita (dollars)
ALL RECIPIENTS	**1 184 976**	**100.0**	**0.30**	**964 768**	**100.0**	**0.23**	**1 035 203**	**100.0**	**0.26**	**1 066 710**	**100.0**	**0.28**	**1 203 930**	**100.0**	**0.31**
BY SPECIAL STATUS CATEGORY[3]															
Least developed countries	620 170	52.3	1.25	606 794	63.6	1.15	617 353	59.6	1.32	633 822	60.0	1.29	719 872	59.8	1.22
Low-income, food-deficit countries	968 423	81.6	0.29	779 797	81.7	0.23	750 056	72.5	0.25	909 585	86.1	0.29	1 078 741	89.6	0.32
China and India	52 760	4.5	0.03	42 922	4.5	0.02	50 769	4.9	0.02	61 794	5.8	0.03	48 289	4.0	0.02
Without China and India	913 663	77.1	0.75	736 875	77.2	0.60	699 287	67.6	0.83	847 791	80.2	0.86	1 030 452	85.6	0.88
BY REGION/COUNTRY GROUP															
Sub-Saharan Africa	693 744	58.5	1.67	541 024	56.7	1.31	538 194	52.0	1.34	506 067	47.9	1.18	638 687	53.1	1.48
Asia	209 432	17.7	0.08	153 650	16.1	0.05	189 515	18.3	0.07	345 535	32.7	0.13	397 316	33.0	0.14
Without China and India	156 671	13.2	0.24	110 727	11.6	0.16	138 746	13.4	0.32	283 741	26.9	0.5	349 026	29.0	0.47
Europe and CIS[4]	152 097	12.8	4.07	99 281	10.4	0.55	162 790	15.7	0.82	77 832	7.4	0.38	56 740	4.7	1.06
Latin America and the Caribbean	55 652	4.7	0.14	86 559	9.1	0.22	58 363	5.6	0.14	51 753	4.9	0.35	60 583	5.0	0.20
North Africa and Middle East	74 050	6.2	0.25	74 254	7.8	0.24	86 342	8.3	0.28	75 523	7.1	0.25	50 603	4.2	0.21

---

[1] Exclusive of programme support and administrative costs. Also excluded are Trust Funds (non-programmable) expenditures and operational expenditures such as insurance that cannot be apportioned by project or operation.

[2] Provisional figure.

[3] Actual classifications for each year.

[4] Relief only.

ANNEX III TABLE 3B: WFP OPERATIONAL EXPENDITURES[1] FOR DEVELOPMENT PROJECTS BY COUNTRY SPECIAL STATUS CATEGORY AND REGION, 1994-98 *(thousand dollars)*

	1994			1995			1996			1997			1998 [2]		
	Expen-ditures	% of total	Per capita (dollars)	Expen-ditures	% of total	Per capita (dollars)	Expen-ditures	% of total	Per capita (dollars)	Expen-ditures	% of total	Per capita (dollars)	Expen-ditures	% of total	Per capita (dollars)
ALL RECIPIENTS	**311 474**	**100.0**	**0.09**	**340 844**	**100.0**	**0.09**	**279 091**	**100.0**	**0.08**	**332 691**	**100.0**	**0.10**	**254 315**	**100.0**	**0.08**
BY SPECIAL STATUS CATEGORY[3]															
Least developed countries	123 717	39.7	0.30	145 559	42.7	0.33	119 695	42.9	0.30	161 679	48.6	0.37	127332	50.1	0.26
Low-income, food-def ies	274 775	88.2	0.09	276 629	81.2	0.09	225 489	80.8	0.08	300 498	90.3	0.10	226 937	89.2	0.08
China and India	52 760	16.9	0.03	42 922	12.6	0.02	50 769	18.2	0.02	61 794	18.6	0.03	39 085	15.4	0.02
Without China and India	222 015	71.3	0.20	233 706	68.6	0.21	174 720	62.6	0.23	238 704	71.7	0.29	187 853	73.9	0.22
BY REGION/COUNTRY GROUP															
Sub-Saharan Africa	84 138	27.0	0.24	118 239	34.7	0.36	90 148	32.3	0.28	96 912	29.1	0.28	81 035	31.9	0.20
Asia	126 633	40.7	0.05	97 587	28.6	0.04	100 273	35.9	0.04	149 670	45.0	0.06	102 007	40.1	0.04
Without China and India	73 873	23.7	0.12	54 664	16.0	0.09	49 504	17.7	0.13	87 876	26.4	0.24	62 922	24.7	0.17
Latin America and the Caribbean	53 399	17.1	0.14	84 802	24.9	0.21	57 178	20.5	0.14	46 106	13.9	0.31	49 259	19.4	0.16
North Africa and Middle East	47 304	15.2	0.27	40 217	11.8	0.21	31 491	11.3	0.16	40 003	12.0	0.20	22 014	8.7	0.18

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[1] Exclusive of programme support and administrative costs. Also excluded are non-food items and operational expenditures such as insurance that cannot be apportioned by project or operation.

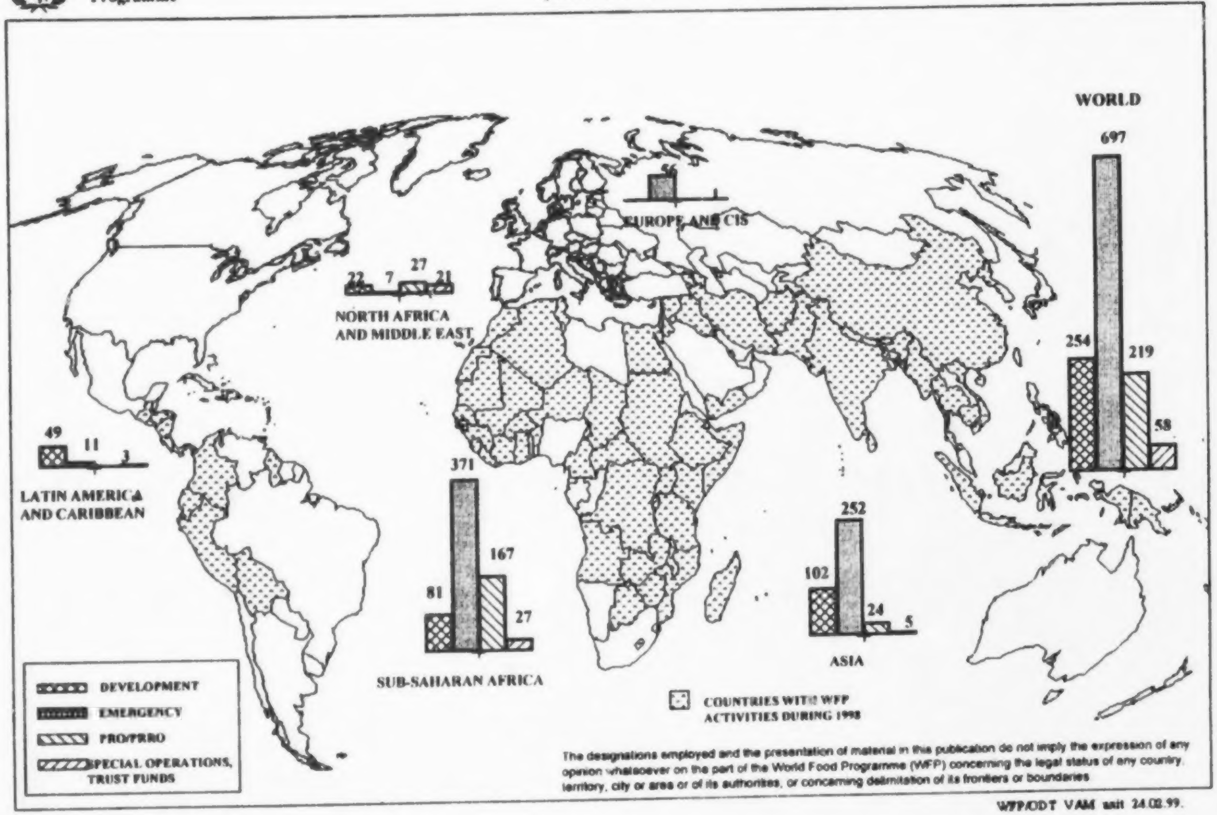
[2] Provisional figure.

[3] Actual classifications for each year.

ANNEX IV

World Food
Programme

WFP OPERATIONAL EXPENDITURES BY REGION AND BY TYPE, 1998
(IN MILLION DOLLARS)


WORLD
254
697
219
58
EUROPE AND CIS
56
NORTH AFRICA
AND MIDDLE EAST
22
7
27
21
LATIN AMERICA
AND CARIBBEAN
49
11
3
SUB-SAHARAN AFRICA
81
371
167
27
ASIA
102
252
24
5
DEVELOPMENT
EMERGENCY
PRO/PRRO
SPECIAL OPERATIONS,
TRUST FUNDS
COUNTRIES WITH WFP
ACTIVITIES DURING 1998

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its authorities, or concerning delimitation of its frontiers or boundaries

WFP/ODT VAM unit 24.02.99.

ANNEX V TABLE 1: TOTAL CONFIRMED CONTRIBUTIONS FOR 1998 BY DONOR *(thousand dollars)*

	Development	IEFR	IRA	PRO	SO	Others [1]	Total
Australia	25 672	17 157	518	7 930		9 393	60 670
Austria	2 550	1 090		213			3 853
Barbados	6						6
Belgium	2 769	6 964		4 728		2 446	16 908
Canada	45 136	18 371		2 178	136	1 296	67 116
China	1 125	9					1 134
China-NGO		298					298
Colombia	15						15
Czech Republic		20					20
Denmark	29 319	8 979	1 079	2 910		1 098	43 384
Egypt	200	93					293
Europe-Private Donors	78	483					561
European Community	17 221	122 683		44 741			184 645
Finland	9 907	1 872	549	369		1 104	13 801
France	3 674	13 880		2 605		4 583	24 742
Germany	28 621	25 092		7 057	667	342	61 779
Greece		25					25
Hungary	65						65
Iceland	5						5
India	960						960
Indonesia	97						97
Ireland	1 136	2 354		352	348	188	4 378
Israel		8					8
Italy	4 520	3 307	19	15	2 007	763	10 632
Japan	13 673	78 575	937	21 918	1 200	7 453	123 757
Japan-Private Donors	84	176			59		319
Korea, Republic of		10 576					10 576
Luxembourg		270					270
Malta	8	20					28
Netherlands	2 883	20 812	4 800	13 469	2 284	1 285	45 532
New Zealand	372	80					452
Norway	26 483	6 554	1 979		1 472	497	36 984
OCHA		402					402
OPEC	150	145					295
Panama	1						1
Portugal	185						185
Qatar		58					58
Rwanda	2						2
San Marino	9						9
Slovakia	25						25
Slovenia		227					227
Spain	342	2 258			125		2 725
Sweden	9 000	8 647	2 000	7 010	2 102	752	29 511
Switzerland	2 124	11 326	1 118	5 429	1 338		21 334
Syria	6						6
Tanzania	2						2
UK	4 453	66 859		7 398	1 427	75	80 212
UK-NGO					550		550
UNDP	30						30
UNHCR		10					10
USA	112 773	559 293	2 000	194 207	7 294	717	876 284
USA-Private Donors	0	2 013		0		0	2 013
Yemen		55					55
Total	**345 681**	**991 042**	**14 999**	**322 527**	**21 008**	**31 992**	**1 727 248**

[1] "Others" include Bilaterals, JPOs and non-standard contributions.

ANNEX V TABLE 2: MAJOR DONORS [1] TO WFP BY TYPE OF CONFIRMED CONTRIBUTION IN 1998 *(thousands dollars)*

Rank	Total		Development		IEFR		IRA		PRO		SO	
	Donor	Value	Donor	Value	Donor	Value	Donor	Value	Donor	Value	Donor	Value
1	USA	876 284	USA	112 773	USA	559 293	Netherlands	4 800	USA	194 207	USA	7 294
2	European Community	184 645	Canada	45 136	European Community	122 683	Sweden	2 000	European Community	44 741	Netherlands	2 284
3	Japan	123 757	Denmark	29 319	Japan	78 575	USA	2 000	Japan	21 918	Sweden	2 102
4	UK	80 212	Germany	28 621	UK	66 859	Norway	1 979	Netherlands	13 469	Italy	2 007
5	Canada	67 116	Norway	26 483	Germany	25 092	Switzerland	1 118	Australia	7 920	Norway	1 472
6	Germany	61 779	Australia	25 672	Netherlands	20 812	Denmark	1 079	UK	7 398	UK	1 427
7	Australia	60 670	European Community	17 221	Canada	18 371	Japan	937	Germany	7 057	Switzerland	1 338
8	Netherlands	45 532	Japan	13 673	Australia	17 157	Finland	549	Sweden	7 010	Japan	1 200
9	Denmark	43 384	Finland	9 907	France	13 880	Australia	518	Switzerland	5 429	Germany	667
10	Norway	36 984	Sweden	9 000	Switzerland	11 326	Italy	19	Belgium	4 728	Ireland	348
11	Sweden	29 511	Italy	4 520	Korea, Rep Of	10 576			Denmark	2 910	Canada	136
12	France	24 742	UK	4 453	Denmark	8 979			France	2 605	Spain	125
13	Switzerland	21 334	France	3 674	Sweden	8 647			Canada	2 178		
14	Belgium	16 908	Netherlands	2 883	Belgium	6 964			Finland	369		
15	Finland	13 801	Belgium	2 769	Norway	6 554			Ireland	352		
16	Italy	10 632	Austria	2 550	Italy	3 307			Austria	213		
17	Korea, Republic of	10 576	Switzerland	2 124	Ireland	2 354			Italy	15		
18	Ireland	4 378	Ireland	1 136	Spain	2 258						
19	Austria	3 853	China	1 125	USA Private Donors	2 013						
20	USA-Private Donors	2 013	Spain	342	Finland	1 872						
21	Spain	2 725			Austria	1 090						
22	China	1 134			China	9						

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[1] Donors who contributed in total more than one million dollars.

برنامج
الأغذية
العالمي

Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
Annual Session

Rome, 17 - 20 May 1999

ANNUAL REPORTS

Agenda item3

E

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16 April 1999
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ANNUAL REPORT OF THE EXECUTIVE DIRECTOR: 1998 (Appendix 1)

Issues arising from the implementation of the United Nations Secretary-General's Reform Programme

INTRODUCTION

1. In July 1998, the Economic and Social Council of the United Nations (ECOSOC) adopted resolution 1998/27 entitled *Reporting of the United Nations funds and programmes to the Economic and Social Council*. In this resolution, the Council "called on the Executive Boards of the United Nations funds and programmes to ensure that the heads of these funds and programmes include in the annual reports to the Economic and Social Council [...] a thorough analysis of problems encountered and lessons learned, with emphasis on issues arising from the implementation of the Secretary-General's reform [...] so as to allow the Council to fulfill its coordinating role" (paragraph 1).

2. At its First Regular Session of 1999, the Executive Board reviewed the document *Follow-up to ECOSOC and General Assembly resolutions on actions to be taken by the Executive Boards of the United Nations Funds and Programmes* (WFP/EB.1/99/INF/6) and subsequently decided to attach to the Annual Report of the Executive Director appendices on key issues, including United Nations reform (1999/EB.1/17).

3. The attached appendix to the Annual Report of the Executive Director has been prepared pursuant to the ECOSOC resolution and the Executive Board's decision. It outlines key initiatives undertaken and contributions made by WFP as part of the implementation of the Secretary-General's reform agenda, and the problems encountered and lessons learned during the process of implementation.

4. While the Secretary-General's United Nations reform agenda is very broad, the attached matrix only comprises those elements that are of particular relevance to WFP's humanitarian and development assistance.

5. Numerous other initiatives have been identified in the reform proposals presented by the Secretary-General, primarily in the context of reforms within the United Nations Secretariat. Many of these are consistent with and complementary to initiatives undertaken as part of WFP's Organizational Change Initiative. These include: decentralization and delegation of authority to the field, more strategic utilization of human and financial resources, greater emphasis on accountability, ensuring a better gender balance and geographical representation among staff, and investment in training opportunities. Since WFP keeps its Executive Board apprised of developments in these areas through other reports, such information has not been included in the present document.

6. It should be noted that the reform of the United Nations is an ongoing process, and that some of the problems encountered and lessons learned highlighted in the attached document are already being addressed in the work of the Executive Committees and other inter-agency bodies overseeing and implementing reform.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
Secretary-General's reform initiatives related to coordination at the headquarters level		
• **Establishment of Senior Management Group (SMG)**. The establishment of the SMG is an initiative of the Secretary-General to ensure more integrated and cohesive management of the Secretariat. The Group, which is composed of the heads of UN Funds and Programmes, Under-Secretary-Generals and the Deputy Secretary-General, meets on a weekly basis. Teleconferencing enables senior officials based in offices in Geneva, Vienna, Rome and Nairobi to participate. The Group serves: i) as the Secretary-General's senior advisory and central policy planning body to ensure strategic coherence and direction in the work of the Secretariat; and ii) to advise the Secretary-General on all matters of policy preparation and implementation that affect the UN Organization as a whole, and will serve in a crisis management capacity.	• WFP's Executive Director, as a member of the Senior Management Group, contributes to shaping the UN's policy and strategic agenda and ensuring coherence.	• The introduction of teleconferencing enables UN funds and programmes located outside New York to participate in the meetings.
• **Establishment of post of the Deputy Secretary-General (DSG).** The DSG has been assigned the task of overseeing, on behalf of the Secretary-General, the continuing UN reform effort. Special assignments undertaken by the DSG relate, among others, to the Regional Commissions, Iraq, the globalization issue and overseeing the preparation of the guidelines for a Strategic Framework approach.	• WFP's Executive Director has contributed to the activities initiated by the office of the Deputy Secretary-General, including efforts to streamline the Strategic Framework Guidelines.	• Refer to section on Strategic Framework.
• **Establishment of Executive Committees.** The Secretary-General reorganized the UN Secretariat's work programme around four core missions of the UN: peace and security, economic and social affairs, development cooperation and humanitarian affairs. Human rights, the fifth core area, cuts across the other four. The Secretary-General has established an Executive Committee (ExCom) in each of the	• WFP, as a member of the Executive Committee for Humanitarian Affairs (ECHA) and the UN Development Group (UNDG), actively participates in joint decision-making, at the policy level, on operational issues of common concern.	• For agencies with headquarters outside of New York, active participation in the Executive Committees requires considerable investments in terms of financial and human resources. • The proliferation of meetings held in New York has significant implications for the travel budget and, more importantly, the time which must be invested by WFP Executive Staff.

<table>
<tr><th colspan="3">UNITED NATIONS REFORM</th></tr>
<tr><th>United Nations reform agenda</th><th>Key WFP initiatives</th><th>Lessons learned and problems encountered</th></tr>
<tr><td colspan="3">Secretary-General's reform initiatives related to coordination at the headquarters level</td></tr>
<tr><td>four areas and has designated a "convenor" for each ExCom. The Office of the High Commissioner for Human Rights (UNHCHR) is a member in each ExCom. The principal objective of the Executive Committees is to strengthen policy and programme coherence of UN activities through facilitating joint policy formation, decision-making and programme coordination.
• The four Executive Committees are to work together to develop operational linkages across sectoral boundaries.</td><td>• In order to facilitate WFP's active participation in the Executive Committees, WFP has strengthened its Liaison Office located in New York through the addition of one professional post.</td><td>• Convening the UNDG and ECHA, either on the same day or back-to-back, has facilitated the participation of the WFP Executive Director or other designated senior officials based in Rome and should be continued.
• A number of issues and concerns relevant to WFP, such as the economic and social roots of a conflict and the conditions that permit the resumption of economic and social development, cut across the work of all four Executive Committees.</td></tr>
</table>

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	United Nations Development Group (UNDG)	
• The Secretary-General established the UNDG to lead the reform process in the area of UN development operations. • The UNDG includes most UN funds, programmes and agencies engaged in development assistance and related activities (UNDP, UNFPA, UNICEF, WFP, IFAD, UN Office for Drug Control and Crime Prevention (ODCCP), UNAIDS, UNCTAD, UNCHS, UNDESA, UNHCHR, United Nations Development Fund for Women (UNIFEM), UNOPS, UN Regional Commissions, and the Special Representative of the Secretary-General for Children in Armed Conflict) and is chaired by the UNDP Administrator. • The UNDG is led by its Executive Committee (ExCom), comprised of UNDP, UNFPA, UNICEF and WFP, and chaired by the UNDP Administrator. • To facilitate its work, the UNDG has set up Sub-Groups on: i) programme policies; ii) programme operations; iii) personnel and training; iv) Resident Coordinator issues; v) common premises and services; vi) information; vii) gender; and viii) the right to development (the UNDG Sub-Groups have replaced the Joint Consultative Group on Policy (JCGP) Sub-Groups). • The UN Development Group Office (DGO) has been established to provide secretariat services to the UNDG, its Executive Committee and Support Group. • The UNDG assisted in the organization of a joint meeting of the Executive Boards of UNDP, UNFPA, UNICEF and WFP (represented by the President of the Executive Board) held to discuss the UN reform with UN funds and programmes, with a focus on impact at the country level.	• WFP contributes, through its participation in the meetings of the UNDG, the UNDG Support Group and the UNDG Sub-Groups, to the strengthening of policy coherence and cost-effectiveness of UN development operations and to promoting a more unified UN presence at the country level. • As a member of the UNDG Executive Committee, WFP contributes to the identification of priorities and joint decision-making at a senior level on operational issues of common concern. • WFP has strengthened the capacity of its New York Liaison Office to ensure better and more adequate representation and participation in the UNDG, its Executive Committee, the UNDG Support Group and UNDG Sub-Groups. • WFP supports the Secretariat of the UNDG and its ExCom—the Development Group Office—through the secondment of a senior WFP staff member to the office. (None of the other Executive Committees has such a secretariat).	• The shift from the old JCGP structure to the new UNDG structure has enhanced collaboration among the UN agencies involved. The new structure has changed the working mode from "voluntary" to "mandatory". • The UNDG Executive Committee is the most action-oriented of the four, having made many decisions in areas like improvements in the Resident Coordinator System (RCS), the United Nations Development Assistance Framework (UNDAF) and common premises. • By virtue of a Secretariat of the UNDG (the Development Group Office) which is staffed at the senior level, high demands are made on the UN agencies involved to liaise and follow up on specific issues. As a result, the volume of work has increased considerably. • The establishment and servicing of an increased number of bodies set up to implement and monitor the reforms, and the increased number of meetings organized, require a significant additional input by the agencies involved. • Besides staff time and costs incurred at headquarters, the strengthening of the New York Liaison Office involves increased costs. • At the field level, WFP Representatives have noted that considerable staff resources are required to support WFP's participation in the UNDAF exercise. • WFP places increased emphasis on streamlining and efficiency through more frequent use of teleconferencing and stresses the need to avoid that issues are discussed in multiple fora.

UNITED NATIONS REFORM

United Nations reform agenda	Key WFP initiatives	Lessons learned and problems encountered
Executive Committee on Humanitarian Affairs (ECHA)		
• ECHA is chaired by the Emergency Relief Coordinator/the Under-Secretary-General for Humanitarian Affairs and brings together OCHA, UNDP, UNICEF, UNHCR, WFP, UNHCHR, Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), UN Relief and Works Agency for Palestine Refugees in the Near East, and the Special Representative of the Secretary-General for Children in Armed Conflict, on a monthly basis to address humanitarian concerns (both operational and policy issues) of the UN. • In addition, WHO and FAO now participate as observers.	• WFP is an active member of ECHA, and uses this forum to raise country-specific issues (e.g. Angola, DPRK) and to discuss thematic issues (e.g. the linkage between funding mechanisms and the reintegration gap).	• ECHA has enhanced information flow among humanitarian, peacekeeping and political entities. It has not yet, however, realized its potential for ensuring more integrated approaches to complex emergency situations. Joint meetings of ECHA and the Executive Committee on Peace and Security (ECPS) may be more useful in achieving this objective. • Efforts to strengthen ECHA should also aim to make it as decision-oriented as possible. • It is important that the humanitarian agenda is not defined by or dependent on political and/or peacekeeping objectives. • More timely dissemination of the agenda and background papers would allow better preparation by the UN agencies, including more consultation with the field. • Refer to section on IASC.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
Executive Committee on Peace and Security (ECPS) and Executive Committee on Economic and Social Affairs (ECESA)		
• ECPS is convened by the Under-Secretary-General of the DPA, and brings together DPA, DPKO, OCHA, the Department of Disarmament Affairs, UNHCR, UNHCHR, UNDP, Office of Legal Affairs, Office of the United Nations Security Coordinator, representatives from the Office of the Secretary-General and individuals who serve in their personal capacity. • The Executive Committee on Economic and Social Affairs (ECESA) is convened by the Under-Secretary-General of the Department of Economic and Social Affairs (UNDESA), and brings together UNDESA, UNDP, UNCTAD, UNEP, UN Centre for Human Settlements (UNCHS), the five Regional Commissions, UN Division for Crime Prevention and Criminal Justice (UNDCP), UN International Drug Control Programme, UN University, UN Institute for Training and Research (UNITAR), UNIFEM, UN Research Institute for Social Development (UNRISD), UNHCHR, and the Special Adviser on Gender Issues.	• WFP participates in the joint meetings of the ECPS and ECESA with the UNDG or ECHA.	• It is important that the minutes of the meetings of each of the Executive Committees are shared on a timely basis with the membership of the others to enhance coherence of approach and to minimize duplication of efforts.

UNITED NATIONS REFORM

Common programming frameworks

United Nations Development Assistance Framework (UNDAF)

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
• The UNDAF is a key component of the Secretary-General's reform programme. The reform proposal states that "in order to achieve goal-oriented collaboration, programmatic coherence and mutual reinforcement, the United Nations programmes of assistance will be formulated and presented as part of a single UNDAF with common objectives and time-frame. Programme funds managed by each of the funds and programmes would be included in the document, but remain clearly identifiable..." (action 10(a)). • In August 1997, a pilot phase was initiated to test the operationalization of UNDAF in 18 countries, out of which WFP works in 12. As of the end of 1998, 11 of the 18 country teams had completed the UNDAF. • A support system was set up by the UNDG to support the country teams in the pilot countries through: i) Provisional Guidelines; and ii) a system of 19 facilitators nominated by seven UNDG members to provide field-level support to the country teams, and 69 focal points/hotlines, from members of the UNDG, the Administrative Committee on Coordination (ACC) and the United Nations Development Group Office (DGO), who were available to respond immediately to requests for information and support. • Two countries, Mali and Viet Nam, were selected as pilots for the interface between the UNDAF and the World Bank's Country Assistance Strategy (CAS), with the aim of fostering a strategic partnership between the two institutions.	• WFP participated fully in the UNDAF pilot phase, including the selection of pilot countries. • At the field level, WFP is an active participant in the UNDAF process in these pilot countries where it has operational activities, both through the WFP Representative's membership in the country team, and through technical working groups and thematic groups. • WFP participates in a number of thematic groups and in some cases leads thematic groups on disaster management, recovery and rehabilitation, food security and rural development. • At the headquarters level, WFP has participated actively in the team that formulated the provisional Common Country Assessment (CCA) and UNDAF Guidelines, and is currently participating in the revision of these guidelines. • To support WFP's participation in the process, a WFP Working Group on UNDAF has been established and facilitators, focal points and persons acting as "hot lines" have been appointed. A system-wide training session took place at WFP headquarters in March 1998 and was attended by staff from 17 different agencies. • Two WFP staff members were on the inter-agency team which undertook an internal assessment of the UNDAF pilot phase. WFP staff also participated in the UNDAF Assessment Workshop held in Princeton in September 1998. • WFP has circulated the completed UNDAFs together with country programmes at sessions of its Executive Board. A recommendation to disseminate the UNDAFs, together with the Country Programmes, at the Executive Boards	• WFP Representatives noted several benefits of the UNDAF exercise to WFP's work at the country level, including: i) enhanced dialogue, information sharing and mutual understanding among the UN agencies as a result of the consultation and formulation process; and ii) increased recognition of the need to work together. • In addition, WFP benefits from the UNDAF document and common databases, common indicators and assessments in the preparation of the Country Strategy Outlines (CSOs) and Country Programmes (CPs). • However, insufficient staff time, limited budgetary resources, and the need for training and enhanced support from headquarters were noted by WFP Representatives involved in the UNDAF process as constraints during the initial period. Other problems that have been identified are the need for clarification of the UNDAF concept, difficulties related to the harmonization of programme cycles, and differing participation and commitment by the agencies involved. • It is essential that the UNDAF is prepared prior to the commencement of the programme cycle and preparation of WFP's Country Strategy Outline and Country Programme.

UNITED NATIONS REFORM

United Nations reform agenda	Key WFP initiatives	Lessons learned and problems encountered
Common programming frameworks **United Nations Development Assistance Framework (UNDAF)**		
• An assessment of the UNDAF pilot phase was initiated in May 1998 to analyse lessons learned from the exercise. The assessment was undertaken by two teams, a UNDG assessment team, consisting of UNDP, UNICEF, UNFPA, WFP and UNDESA Representatives, and an external review panel consisting of three high-level development experts. The findings of the two teams were reviewed at an assessment workshop with the participation of representatives from 12 UNDG member organizations (including WFP), 6 specialized agencies, government officials and country teams (Princeton, September 1998). • The recommendations of the workshop as well as the resolution adopted by the General Assembly on operational activities for development of the United Nations system (A/RES/53/192) are guiding the current enhancement of the guidelines for the CCA and UNDAF.	of the respective UNDG members was subsequently incorporated in the UNDAF Guidelines which have recently been cleared by all UNDG members. • WFP participates in the discussions on the inter-relationship between the UNDAF and the Consolidated Appeal Process (CAP), which are being held in joint meetings of the Executive Committees (ECHA, UNDG, ECPS). • WFP has taken an active role in ensuring that the participation of governments in the UNDAF process is incorporated in the UNDAF guidelines; • Through the CCA and UNDAF, WFP, together with its partner agencies, provides an opportunity for civil society and NGOs to be involved in the planning and programming phase of United Nations activities at the country level.	

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	Common programming frameworks **Strategic Framework**	
• The ACC has initiated efforts to develop the concept of a Strategic Framework, aimed at ensuring more integrated peace-building approaches in a small number of selected countries. A strategic framework is a tool and process that outlines the principles, policy objectives and institutional arrangements for a more integrated response embracing both political and assistance strategies. • The Generic Guidelines for the formulation of strategic frameworks have been finalized by the Deputy Secretary-General, following receipt of comments and suggestions from members of the ACC. • The Secretary-General has entrusted the Deputy Secretary-General with the responsibility of overseeing the development of Strategic Frameworks in the small number of countries where such an approach would apply.	• WFP contributed to the formulation of the guidelines of the Strategic Framework and is currently participating in the implementation of the Strategic Framework for Afghanistan. This includes participation in the ad hoc "advisory group" for the Afghanistan Strategic Framework set up by the Deputy Secretary-General in order to, *inter alia*, ensure that outstanding issues, such as gender, human rights and humanitarian relief, will be addressed in the Strategic Framework process. • WFP participates in discussions in the joint meetings of the Executive Committees to identify countries where the Strategic Framework could be operationalized. • WFP has presented to its Executive Board a policy document entitled "From Crisis to Recovery" (EB.A/98/4-A), which took note of the Strategic Framework and WFP's engagement within the initiative.	• The formulation of the Strategic Framework for Afghanistan has proved to be a prolonged and demanding process for all actors involved. Nevertheless, it has enhanced understanding of key concerns of the humanitarian, political, development and security actors; • In WFP's view, future efforts to implement a strategic framework should concentrate on countries where a peace process is underway and conditions would allow for a greater role for recovery and development initiatives. • There is a need to clarify the linkages of the Strategic Framework with other coordinated programming mechanisms, such as the CAP.

UNITED NATIONS REFORM

United Nations reform agenda	***Key WFP initiatives***	***Lessons learned and problems encountered***
Harmonization of programming cycles		
• In 1992, the General Assembly called for the harmonization of programme cycles by 2000 (GA resolution 47/199, 22 December 1992). • UNDG has taken initiatives to review the current status of programme cycle harmonization at the country level and develop proposals for accelerated implementation. • The Executive Heads of the UNDG ExCom have signed a joint letter to all Resident Coordinators and UN Agency Representatives on harmonization of programme cycles (28 October 1998). The letter reiterates the need to advance the process of harmonization in accordance with GA resolution 47/199 on harmonization of the programme cycles of funding agencies by the year 2000. • UNDG has established a system, through the UNDG Sub-Group on Programme Operations, to monitor the implementation of the country teams' work plans aiming at an early harmonization of their programme cycles and to provide, if necessary, guidance to Resident Coordinators and country teams.	• WFP and its Executive Board have expressed strong support for harmonization of programming cycles. At the Board's First Regular Session of 1999, Members expressed their expectation that WFP would pursue harmonization and coordination not only with other UN organizations, but also with donors, NGOs and government authorities. • WFP's Executive Director has circulated to all WFP Country Directors/Representatives the joint letter reiterating WFP's institutional commitment to the harmonization process and proposing concrete steps to advance this process. • WFP's Country Programme exercise includes as an aim the harmonization of programme cycles with those of governments and of other partners in the country. Since October 1996, WFP's Executive Board has approved some 20 Country Programmes; others are under preparation. • In several instances, WFP has aligned its programme cycle with that adopted by the government and other UN agencies, including where this has involved shorter time-frames for the WFP programmes or other adjustments. • WFP is currently adapting its guidelines for the preparation of projects and programmes to include elements of harmonization in their design.	• Harmonization is key to more effective partnerships between WFP and other UN agencies for development activities. • The harmonization of the programme cycles by the UN funds and programmes with the government cycles has facilitated the dialogue between the UN system and the government.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
Strengthening the Resident Coordinator System (RCS)		
• In order to strengthen the capacity of the Resident Coordinator (RC) to provide leadership and coordination in the field, the Secretary-General proposed the accreditation of the RC to the Head of Government, in order to ensure that the RC is given the necessary status at the country level to better equip him/her to carry out his/her role as the leader of the UN country team. • Pursuant to the Secretary-General's reform proposal and earlier General Assembly resolutions, UNDG has proposed various measures to strengthen the Resident Coordinator System (RCS). Key measures include: ⇒ improvement of the RC selection process, including the establishment of an inter-agency advisory panel and formal consultation among the UNDG ExCom heads on each nomination; ⇒ selection of RCs from all organizations concerned; ⇒ increase of the number of women RCs; ⇒ development of a separate RC job description, RC reporting and accountability guidelines and revision of annual reporting procedures for RCs; ⇒ introduction of a separate performance appraisal of RCs and development of a model for RC competency assessment; ⇒ providing stronger backstopping from headquarters, including through the DGO; ⇒ improvement of guidance to be provided to RCs in working with governments on the follow-up to global UN conferences; and ⇒ enhancement of training support for RCs. • Refer also to the section on Humanitarian Affairs Coordinator.	• Acknowledging the central importance of more coherent UN operational activities for development at the country level, WFP presented a note entitled "Issues related to the implementation of agreed mechanisms to improve the Resident Coordinator System" to the fifth meeting of the Development Cooperation Group (the forerunner of the UNDG). The note contained a list of issues that needed to be addressed in order to ensure the implementation of the agreed measures to strengthen the RCS, including a sharp increase of the number of RC posts filled with individuals coming from agencies, funds and programmes other than UNDP, development of an RC competency assessment process; development of the RC's function as a new career goal for staff of all funds and programmes other than UNDP; the preparation of the terms of reference for RCs, separate from the function of UNDP Resident Representative. • WFP has taken the following steps in support of its note on "Issues related to the implementation of agreed mechanisms to improve the Resident Coordinator System": ⇒ WFP contributes to frequent meetings held to address the various issues related to the RCS. Among others, WFP has participated as a member of the working group in the development of the selection process and the competency assessment of RCs, and has a representation in the inter-agency advisory panel for the selection of RCs; ⇒ WFP empowered the WFP Country Director/Representative to manage all of the activities within the Programme's mandate (for example, WFP's Country Directors are now clearly responsible for the preparation of	• Although WFP welcomes the considerable progress made in the implementation of the various measures proposed to strengthen the RCS, efforts should be undertaken to accelerate progress. WFP proposes that clear targets and a timetable to reach those targets be agreed upon (e.g. for a more equitable gender balance and selection of RCs from UN agencies other than UNDP). • On issues related to the RCS, there is a need to challenge traditional assumptions and consider the introduction of different models of the RCS where appropriate. • WFP fully supports the provision of greater opportunities for staff at all levels to move among UN organizations as an element in career development and advancement, thereby creating a wider pool of RC candidates. • The adoption of an RC job description increases the transparency of the RC function, separate from the UNDP Resident Representative function, and clarifies the role of the Humanitarian Affairs Coordinator. • Strengthening of the role of the WFP Representative contributes to a strengthened functioning of the RC as well as enhanced WFP participation in the country team. • WFP has invested considerable time and energy in the strengthening of the RCS, as this is high priority for the Programme within the scope of the UN reform. WFP is not in a position to participate as actively in the implementation of all the elements of the UN Reform agenda.

UNITED NATIONS REFORM United Nations reform agenda	Key WFP initiatives	Lessons learned and problems encountered
	Strengthening the Resident Coordinator System (RCS)	
	Country Strategy Outlines, Country Programmes, protracted relief and recovery operations (PRROs) and development projects) (refer to CFA/40, November 1995, Agenda item 10); ⇒ WFP has made available three qualified staff members who have taken up RC positions; and ⇒ WFP country office staff have been instructed to assign top priority to supporting the RC.	

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	United Nations House and Common Services	
	Common Premises	
• In 1987, the General Assembly invited the governing bodies of the UN system to urgently review and rationalize their field office structure (GA res. 42/196). In 1989, the GA requested all organs, organizations and bodies of the UN system to make necessary arrangements to establish common premises at the country level (GA res. 44/211). In subsequent GA resolutions, the GA emphasized the need to accomplish common premises without increasing costs for the UN system or the developing countries (47/199 and 48/209). • In March 1997, the Secretary-General noted in his letter to the President of the General Assembly on the strengthening of the UN system that the drive to establish common premises and common services arrangements at the country level would be intensified. In his reform proposal, the Secretary-General decided that common premises of the UN at the country level will be named "UN House". After the establishment of the UNDG, activities related to common premises previously carried out by the JCGP were placed under the UNDG's responsibility. • UN Houses have been officially designated in eight countries (Algeria, Bhutan, Honduras, Lesotho, Lebanon, Malaysia, Russia, South Africa). • In the period between year 2000 and 2004, plans for common premises are expected to be realized in 50 countries in three phases. • The UNDG has initiated a number of elements to support the implementation of the UN House programme, including a proposal by the UNDG Sub-Group for Common Premises and Services (the former JCGP Sub-Group) of a definition of	• In the implementation of the UN House programme in 1998, eight WFP offices were identified as meeting the criteria for designation as UN Houses (Algeria, Armenia, Azerbaijan, Bhutan, Ethiopia, Honduras, Lesotho and Nepal), and either have been endorsed or are pending official endorsement by the Secretary-General. • WFP has operations in four of the eight countries where UN Houses have been established. In three of the four countries, Algeria, Bhutan and Honduras, WFP joins the other agencies in the UN House. In Lesotho, WFP has not physically joined the other agencies as there is no space to locate WFP staff in the UN building. However, WFP premises are in the vicinity of the UN building and a plate on the door indicates that WFP is a "UN House". • WFP participates in the UN House programme "as appropriate". WFP is managing a large number of emergency operations and it is difficult to engage in long-term construction and renovation project commitments when the duration of the WFP presence is uncertain. In this respect, WFP is currently reviewing the apportionment of common expenditures between member funds and programmes. • Of the 16 countries visited by the evaluation missions during the first year, 10 WFP country offices were included. These are: Bangladesh, Belgium, Bhutan, Burkina Faso, Cambodia, Côte d'Ivoire, Gambia, Ghana, Guinea-Bissau and Honduras.	• While WFP recognizes the inherent benefits of common premises in terms of promoting a more unified UN presence at the country level, there are certain problems, including: ⇒ moving into a UN House might involve higher rental and/or maintenance costs. Increased costs as a result of moving into a UN House involve an increase of the administrative costs and a decrease of resources available for operational activities; ⇒ where WFP is solely or mainly providing emergency assistance, it is difficult for the Programme to make long-term commitments for initiatives which may involve new construction and major renovations. Costs and benefits of common premises vary greatly from country to country, and a full assessment can only be made for the mid- to-longer term. Assurance is needed that suitable mechanisms can be put in place which would allow WFP to withdraw from common premises as necessary. However, the current draft guidelines call for any agency wishing to reduce its space requirements, to be responsible for continued payment of rent and services until such time as the space is taken over by another agency.

UNITED NATIONS REFORM

United Nations reform agenda	Key WFP initiatives	Lessons learned and problems encountered
	United Nations House and Common Services	
the UN House, which was endorsed by the Secretary-General on 10 February 1998. • Members of the UNDG ExCom have recently agreed on the methodology for assessing common premises, i.e.: i) construction by the UN was considered the least preferred option; ii) the Executive Committee agencies would request resources in their 2001 budgets; and iii) there would be renewed emphasis on dialogue with host governments to obtain rent-free premises. • In March 1998, the UNDG ExCom established the Management Group on Services and Premises (MGSP) - a committee of director-level representatives from each of the four ExCom member agencies, with decision-making authority concerning common services and premises. The MGSP has oversight responsibility for the UNDG Sub-Group on Common Premises and Services. • The Sub-Group has prepared a draft budget of estimated costs for the implementation of the UN House Programme in the next two biennia (2000–2001 and 2002–2003). The budget, which has been presented to the MGSP, poses two options with regard to the speed of implementation of the UN House programme and the associated costs.	• The current arrangement which allocates to WFP one sixth of the total expenditures applicable to common premises and services was introduced in 1995, when WFP was present in more countries than it is today. In 1999, WFP is operating in over 70 countries. In about one third of these countries, WFP activities are exclusively emergency-oriented; in one third they are focusing on development only and in the rest, WFP has a combination of development and emergency-related activities. In the development-only countries, the WFP staff presence is sometimes very limited. • An information paper providing further details on the issue of common premises is being presented to the Board's Annual Session of 1999.	
	Common Services	
• Common services in the premises are being recognised increasingly as a primary instrument for building a coherent cost-effective and streamlined UN system. Moreover, due consideration is also given to the safety of the premises, to their security access and environment.	• WFP has disseminated the Survey on Common Services to all its Country Directors and Representatives and requested them to cooperate with the MGSP and the Sub-Group in their effort to collect systematic information on the current status of and experience with common or shared services in the field offices.	• As the establishment of common services arrangements is still at an early stage, no lessons learned can yet be drawn from WFP's experiences. It is expected that benefits will be greatest where a significant number of agencies are co-located.

	UNITED NATIONS REFORM	
United Nations reform agenda	***Key WFP initiatives***	***Lessons learned and problems encountered***
	United Nations House and Common Services	
• The type of services provided in a UN House include administrative, financial, security, travel, transportation, mail, visa and protocol; publication, library, conference and video conference facilities; information management; housing facilities; management information systems; personnel services; procurement and transportation. • The Sub-Group on Common Premises and Services is currently undertaking an overall and comprehensive assessment of common services at the country level. A letter is being circulated to all RCs, requesting their cooperation in disseminating to all UNDG agencies the Survey on Common Services. The inputs are considered important to gain an accurate and comprehensive insight into the common services activities. These generate a cost/benefit analysis and detailed description of the planned common/shared services as well as modalities and responsibilities for implementation.	• WFP played a key role in the Tripartite (UNHCR/WFP/UNICEF) Evaluation of the Great Lakes emergency operation which, *inter alia*, recommended common logistics arrangements/services among the three agencies. WFP also initiated the move to merge its own and UNICEF's communications networks, and to alter accordingly the MOU between WFP and UNICEF.	
	Security of Field Staff	
• Although not addressed specifically within the Secretary-General's reform agenda, consideration is being given to how requirements related to security of UN staff might be more effectively addressed.	• WFP has initiated an ambitious Security Awareness Training initiative for all staff in the field and at headquarters. The training is designed to provide staff members with a basic set of skills and information critical to their safety and security. In addition, it will strengthen WFP's internal capacity and leadership in security, safety and training, all areas of increasing need. Training has already begun in the field and the goal is to implement the Security Awareness Training for all staff within 1999. The WFP Security Awareness Training Programme was presented to UNSECOORD in the course of a Security Working Group in December 1998.	• Open and informed dialogue with UNSECOORD and other operational agencies on field security matters has become even more crucial in today's emergency environment.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	United Nations House and Common Services • WFP has created and filled a post of Security Officer to work within the Management Services Division, liaising with WFP field staff, UNSECOORD and security focal points in other UN organizations. This represents the establishment of a security unit within the headquarters structure. • WFP provides support to UNSECOORD through the funding of one P-4 post, one third of another P-4 post and one G-3 post.	

United Nations reform agenda	***UNITED NATIONS REFORM*** *Key WFP initiatives*	*Lessons learned and problems encountered*
	Reform of the United Nations humanitarian sector	
In addition to the establishment of the Executive Committee for Humanitarian Affairs (ECHA), the following changes were to be implemented in the UN humanitarian sector, including:	**OCHA**	
• The Department of Humanitarian Affairs (DHA) became the Office for the Coordination of Humanitarian Affairs (OCHA), headed by the Under-Secretary-General for Humanitarian Affairs/ Emergency Relief Coordinator, with a focus on three core functions: policy development and coordination, advocacy of humanitarian issues with political organs, notably the Security Council, and coordination of humanitarian emergency response. • In order to allow the Emergency Relief Coordinator to focus on the core functions described above, the Secretary-General's reform agenda determined that operational aspects of responsibilities previously carried out by DHA were to be redistributed in other parts of the system, including UNDP and DPKO. These included functions related to disaster prevention, mitigation and preparedness; demining; management of the Voluntary Trust Fund for Assistance in Mine Clearance and the management of the Iraq Programme. • At the same time, the Department of Political Affairs has been designated as focal point for strengthening post-conflict peace building, ensuring coherence in the activities of all relevant entities in the UN. • The Iraq Programme has been established as a separate office in the Secretariat.	• WFP has supported the strengthening of OCHA. Two WFP staff were seconded in 1998; • WFP provides information such as WFP emergency reports and press releases to the ReliefWeb and contributes to the Integrated Regional Information Network (IRIN) and uses the daily and weekly IRIN reports from Nairobi, Abidjan and Johannesburg.	• WFP believes that in its policy work OCHA should continue to focus on those cross-cutting themes which are of system-wide relevance and where coherence of approach among Inter-Agency Standing Committee (IASC) members is necessary (e.g. humanitarian impact of sanctions, the humanitarian-human rights interface and internal displacement). • OCHA has been more pro-active than its predecessor in the coordination of humanitarian response in complex emergencies. • Although there has been progress in moving operational functions away from OCHA, there are still occasional discussions on a possible operational role for OCHA in emergencies. • Action has been slow in the divestment to WFP of the management of: i) the Pisa warehouse facility, and ii) air operations in Afghanistan. • Concerns continue to be expressed about issues such as the "reintegration gap", and humanitarian/ development partners often lack the resources to carry out the priority activities identified for recovery activities. Through the introduction of PRROs, WFP has taken steps to address this issue. • Strengthening of an early warning system should build on existing organizational capacities for monitoring indicators and vulnerabilities and be accompanied by greater emphasis on contingency planning and rapid response.

	UNITED NATIONS REFORM	
United Nations reform agenda	***Key WFP initiatives***	***Lessons learned and problems encountered***
	Reform of the United Nations humanitarian sector	
• OCHA has continued to strengthen humanitarian early warning, through the integration of the information collection, analysis and dissemination. For this purpose, the IRIN and the ReliefWeb site have been enhanced.		
	IASC	
• The Inter-Agency Standing Committee (IASC), composed of all the key humanitarian agencies and NGOs and chaired by the Emergency Relief Coordinator, was to be strengthened and continue as the primary mechanism for the coordination of humanitarian assistance activities. • A small Steering Committee of the IASC was to be established to enhance a rapid response capacity based on coherent policy. The Steering Committee was to be comprised of UNHCR, WFP, UNICEF, UNDP, the International Committee of the Red Cross (ICRC) and a representative of the NGO community. • The IASC has endorsed recommendations related to the Secretary-General's review of the capacity of the UN system for humanitarian assistance, which addresses issues including internally displaced persons, resource mobilization, and field coordination mechanisms for complex emergencies (including the issue of the lead agency at the country level).	• WFP is a member and actively participates in the IASC and its Working Group and the weekly and bi-weekly IASC meetings held respectively in New York and Geneva. • In addition, WFP is an active member of a number of Sub-Working Groups, many of which are referred to below. • WFP co-chairs with UNICEF a Sub-Working Group on Gender and Humanitarian Response. This is an important inter-agency forum as it is the first IASC Sub-Working Group to focus on this topic. • WFP is a member of the Inter-Agency Technical Group of Experts on Sanctions. • WFP participates in IASC-organized consultations on early warning. • Through the IASC Sub-Working Group on the CAP, WFP has increased its support both technical and personnel to OCHA (refer to WFP/EB.1/99/3-B). • WFP takes steps to ensure that decisions taken within the IASC framework are shared with both headquarters and field-based staff, i.e. by informing all those concerned on the issues to be discussed at the meetings, inviting them to provide input into the briefing note and disseminating the minutes of meetings.	• As the IASC normally meets only twice a year, further efforts should be focused on ensuring that the agenda is more substantive, featuring subjects on which action/decision by Members is required. At the level of the IASC Working Group, there has been a more pro-active approach and WFP welcomes a greater focus on inter-agency issues related to natural disaster response. Earlier sharing of background documentation would facilitate consultation with staff in the field on issues to be discussed. • Efforts to implement the Secretary-General's proposal for a small Steering Committee of the main operational agencies have not been successful. Indeed, more entities have been added to the IASC, either as members or standing invitees.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	Reform of the United Nations humanitarian sector	
	• In October 1998, WFP distributed to its field and headquarters staff the IASC Recommendations Related to the Secretary-General's Review of the Capacity of the UN System for Humanitarian Assistance.	
	CAP	
• OCHA, with its IASC partners, was to take steps to strengthen the CAP, as a mechanism to facilitate not only resource mobilization, but also programming coordination. The new process places emphasis on collaboration among all IASC members, Governments, NGOs and donors in developing the CAP and its common humanitarian action plan (CHAP); and its incorporating of emergency, humanitarian and post-conflict rehabilitation components.	• WFP's emergency operations (EMOPs) are being synchronized with Consolidated Appeals to simplify the donor/UN contribution and reporting processes (WFP/EB.1/99/3-B). • WFP participated in 13 CAPs in 1998. WFP staff members have taken part in the inter-agency training workshop on CAP; and OCHA has trained a WFP staff member as CAP facilitator. • Preparation of the 1999 CAPs provided a good opportunity to introduce some of the reforms envisioned and to identify additional enhancements which may be required. • Two WFP staff members have been made available to the OCHA-led CAP facilitators' missions to support field staff in the formulation of the Common Humanitarian Action Plan and the CAP document. • WFP is a regular participant in the Sub-Working Group meetings on CAP.	• Greater clarity on the relationship between the CAP and other resource and programming instruments is still required. • The relationship between country-specific and regional CAPs should be further examined. • OCHA-organized consultations among those members participating in the CAP and with donors to review the experience to date have been very useful. A regular review of the results of contributions made by donors under the CAP after an emergency would be helpful. • Reforms which strengthen the inter-agency programming through the CAP must include the identification of goals and objectives against which to monitor, more effective monitoring of the success/constraints in implementing the agreed-upon programmes of action and impact assessment of such programmes. • There should be clearer prioritization within the CAP of those activities for which funding is sought.
	Internal displacement	
• Guiding Principles on Internal Displacement were endorsed by the IASC, with a request to all members to share them with their Executive Boards and field staff. • ERC to enhance coherence of approach among IASC members on issues related to internal displacement.	• An information note on the Guiding Principles on Internal Displacement (WFP/EB.A/98/INF.5) was disseminated to WFP's Executive Board and field staff in May 1998.	• OCHA has cited human resource constraints as the primary reason for not assuming a more active role on matters related to internally displaced persons (IDPs) in 1998. • In WFP's view, more can be done at the level of the IASC Working Group to systematically review and try to address gaps in the protection of and assistance to IDPs.

UNITED NATIONS REFORM

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
	Reform of the United Nations humanitarian sector	
	ECOSOC Humanitarian Affairs Segment	
• A humanitarian affairs segment of the Economic and Social Council (ECOSOC) has been established.	• WFP contributed to the report and addressed the first humanitarian affairs segment at ECOSOC (New York, July 1998).	• Future humanitarian segments of ECOSOC should allow for more dialogue among the IASC, Humanitarian Coordinators and Member States.
	Humanitarian Coordinator	
• Efforts to strengthen the role of the Humanitarian Coordinator have been initiated. In December 1998, a consultation was organized by OCHA and UNDP, at which recommendations were made on the role of the Humanitarian/Resident Coordinator.	• Although normally the UNDP Resident Representative is designated Resident Coordinator, there are two cases where the WFP Country Director is the Humanitarian Coordinator (Angola and DPRK).	• Future Humanitarian Coordinator consultations could be expanded to include members of the Field Coordination Units. Although the need for OCHA to have a preferential relationship with the Humanitarian Coordinators was well recognized, IASC members should be more involved in the preparations for future consultations. • The Humanitarian Coordinator must be a person who has expertise and skills in coordinating many agencies in an emergency setting. • The present arrangements do not respond quickly and adequately to the need for replacement when a Resident Coordinator/Humanitarian Coordinator is not doing his/her job well.
	Collaboration with the World Bank	
In his reform proposal, the Secretary-General has called for "an appropriate distribution of responsibilities between the World Bank Group and the United Nations for the benefit of programme countries. This should take the form of a functional rationalization on a complementary and cooperative manner between the work of the United Nations and the World Bank". • The UN and the World Bank have identified poverty eradication as a primary objective for development cooperation and attempts to coordinate are currently under way.	• WFP collaborates with the World Bank at the country level in several countries, such as Bangladesh, China, Egypt, India, Madagascar, Malawi, Mozambique and Senegal in the areas of community nutrition, household food security, education, agricultural development, rehabilitation of rural lands, and infrastructure and forestry activities. • WFP is exploring the possibilities of further strengthening this collaboration for development and post-conflict situations.	• It is expected that collaboration with the World Bank will be enhanced as part of the UNDAF process and as part of the World Bank's new initiative, the Comprehensive Development Framework (CDF).

UNITED NATIONS REFORM

United Nations reform agenda	Key WFP initiatives	Lessons learned and problems encountered
Reform of the United Nations humanitarian sector		
• The UNDG is promoting efforts to strengthen cooperation and achieve greater rationalization and coordination between the UN and the Bretton Woods Institutions in the area of development cooperation. Initiatives to improve UNDG and World Bank cooperation and complementarities in the area of technical assistance and capacity-building are being explored; and discussions are being held between UNDG and the World Bank on possible cooperation in the establishment of a global knowledge network to facilitate information exchange/sharing on key development issues. • The World Bank has offered utilization by UN agencies of World Bank teleconference facilities. • Following a proposal by WFP, pilot exercises have been undertaken in Mali and Viet Nam to explore possibilities for building an effective interface between the UNDAF and the World Bank's Country Assistance Strategy (CAS) projects. • The World Bank has recently introduced the Comprehensive Development Framework (CDF) which the World Bank will be piloting in 19 Consultative Group countries, in consultation and partnership with the UN. The CDF is intended as a country–level development strategy tool, for the purpose of ensuring an appropriate balance between the macro-economic development of a country on the one side and structural, social and human development on the other. • Discussion are ongoing on partnerships between the UN and World Bank and linkages between the CCA and UNDAF and the CDF at the field level.		

UNITED NATIONS REFORM

Reform of the United Nations humanitarian sector

Human rights

United Nations reform agenda	*Key WFP initiatives*	*Lessons learned and problems encountered*
• As part of his reform programme, the Secretary-General has taken a number of initiatives to help realize the UN's mandate to promote and protect human rights in all their dimensions. • The Geneva-based programmes on human rights have been combined into a single office, headed by the High Commissioner for Human Rights, and the Office of the UN High Commissioner for Human Rights (UNHCHR) has been strengthened. • The Secretary-General has called for the issue of human rights to cut across each of the four substantive fields of the Secretariat's work programme: peace and security; economic and social affairs, development cooperation, and humanitarian affairs. As such UNHCHR is represented on all four of the Executive Committees; • The right to development has been identified as a major theme by the UNDG and a working group has been constituted to examine operational implications and provide guidance to RCs and country teams in this regard. • The UNDG Working Group on the Right to Development reviewed the provisional UNDAF guidelines and made proposals on how to better reflect human rights in the UNDAF process.	• In November 1998, WFP participated in a two-day Consultation on the Right to Adequate Food and Nutrition, organized by the UNHCHR and hosted by FAO. The objective of the meeting was to better define and propose ways to implement and realize the right to food. • WFP is a member of the UNDG Sub-Group on the Right to Development, which has the mandate to provide guidance to RCs and country teams and input to the UNDAF process for an improved promotion, protection and implementation of the right to development. • WFP actively participated in a three-day UN/DAC workshop on the subject of A Rights-Based Approach to Women's Empowerment and Advancement and Gender Equality, which was organized by the UN Division for the Advancement of Women (UNDAW). In October 1998, WFP chaired a working group on the subject of Women's Right to Food: Implications for Programming. • In 1998, WFP's Executive Managers have addressed the issue of human rights in several bodies, including the General Assembly (Third Committee), ECOSOC, and the Commission on Human Rights; • WFP has contributed a chapter on the Right to Food in Emergencies to an FAO Booklet entitled "The Right to Food in Theory and Practice", which has been published on the occasion of the 50th Anniversary of the Universal Declaration of Human Rights.	• The work WFP has undertaken in the area of gender mainstreaming should be viewed through the lens of mainstreaming human rights.

برنامج
الأغذية
العالمي

Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
Annual Session

Rome, 17 - 20 May 1999

ANNUAL REPORTS

Agenda item 3

E

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ANNUAL REPORT OF THE EXECUTIVE DIRECTOR: 1998 (Appendix 2)

- Implementation of the provisions of the Comprehensive Triennial Policy Review;
- Integrated and coordinated implementation of and follow-up to major United Nations Conferences and Summits;
- Follow-up to special economic, humanitarian and disaster relief [illegible]

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I. IMPLEMENTATION OF THE PROVISIONS OF THE COMPREHENSIVE TRIENNIAL POLICY REVIEW

1. The Executive Board, at its First Regular Session of 1999, agreed that WFP would prepare a report, as an addendum to the Executive Director's annual report, on the implementation of the triennial comprehensive policy review of operational activities of the United Nations development system (decision 1999/EB.1/17). The pertinent General Assembly policy directives are contained in resolution 53/192. This report takes into account the common format followed by the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF) in their respective reports to the Economic and Social Council of the United Nations (ECOSOC). WFP's main achievements in 1998, an analysis of problems encountered or lessons learned, or both, and issues arising are noted. WFP's unique contribution, as the only United Nations agency mandated to combat food insecurity by bringing food directly to the affected people, is highlighted. For actions where the United Nations system is already working collectively, WFP's contribution is indicated.

Planning, programming and implementation and the United Nations Development Assistance Framework (UNDAF)

2. WFP plays an important role in the implementation of UNDAF and the Common Country Assessments (CCA) which serve as the development framework for the country programmes, plans and projects of participating United Nations organizations. By the end of 1998, UNDAFs and CCAs had been completed in 11 of 18 planned countries. WFP participated in Ghana, Kenya, Madagascar, Mali, Morocco, Mozambique and Viet Nam, where UNDAF documents were completed; and in Colombia, Guatemala, India, Malawi and Senegal, where the process was still ongoing at the end of 1998. WFP Country Directors and staff are active members of United Nations Country Teams, and UNDAF technical and thematic groups. WFP often leads the thematic group on disaster management. As programming cycles permitted, in 1998 WFP systematically used the UNDAF processes and results in the preparation of the Country Strategy Outlines (CSOs) and Country Programmes. WFP participated in the formulation of the provisional UNDAF guidelines and the joint assessment of the pilot phase. A United Nations system-wide training session was held at WFP headquarters in March 1998; the session was attended by staff from 17 different agencies.

3. UNDAF needs a clearer focus on issues where the United Nations system can make a difference and where potential for inter-agency collaboration is highest. The role of thematic groups in the preparation and implementation of UNDAF needs to be better defined with regard to subject matter, integration of cross-cutting issues and membership. Future UNDAF exercises need to emphasize national and regional disaster mitigation and contingency planning strategies, especially in areas where conflicts and adverse weather conditions are recurrent.

4. The leadership capabilities, skills and knowledge of United Nations Country Teams require reinforcement with regard to strategic planning and policy analysis. The introduction of UNDAF/CCA has imposed a considerable extra burden on country office staff time which could be alleviated partially through clearer guidelines. In addition, WFP is making an effort to simplify programming processes and instruments. This will

ensure that such processes do not duplicate the UNDAF activities and may free up staff time to participate in UNDAF planning activities.[1] The use of modern technology and methodologies is required in order to provide support in training, advice and experience exchange in a timely and cost-effective manner.[2] The CCA database, for example, could be regularly updated and made accessible to all users through a locally based website.

Simplification, harmonization and rationalization

5. WFP strongly supports efforts to harmonize the programme cycles of the United Nations agencies, of governments and of other partners. In order to complete such harmonization, the duration of WFP Country Programmes usually ranges from three to five years. The eight Country Programmes approved by the Board in 1998 covered periods generally in line with the programme cycles of United Nations agencies, of governments and of other partners. WFP's strategy in these countries was also consistent with United Nations Country Strategy Notes or UNDAF exercises where they existed. In planning and analysis, WFP staff took advantage of the common databases and common country assessments, in the countries where they had been completed. WFP Country Directors used their delegated authority to approve Basic Activities contained within the Board-approved Country Programmes in 1998; this simplified development operations at the country level. These changes have brought greater flexibility to WFP to undertake collaborative projects with other United Nations funds and programmes, and mirror the authorities delegated to other agencies such as UNDP.

South-South cooperation

6. WFP strongly endorses the aim of increasing procurement of goods and services from developing countries as a means of enhancing South-South cooperation and to assist local production. Food purchases worth 148.5 million dollars (60 percent of the total)[3] were made in 49 developing countries, particularly Thailand (27.2 million dollars), Republic of South Africa (21.8 million dollars), India (16.5 million dollars), Uganda (13.5 million dollars) and Nepal (8.7 million dollars). Smaller quantities, valued between one and 8.2 million dollars, were purchased in a large range of developing countries including Cambodia, Cameroon, China, Ethiopia, Kenya, Madagascar, Malawi, Malaysia, Mali, Niger, Singapore, Sudan, Tanzania, Turkey, United Arab Emirates, Viet Nam, Zambia and Zimbabwe. In addition to food, WFP provides considerable support to southern economies through its use of the local and regional commercial sector for food logistics such as transport, storage and handling. In Djibouti and Ethiopia, for example, WFP established a dedicated truck fleet of between 120 and 250 long-haul trucks (the number fluctuates in line with needs) drawn from the private sector and extensive storage facilities in Djibouti in 1998 when access to Eritrean ports was restricted as a result of the eruption of hostilities. WFP's commercially contracted facilities were at the disposal of all United Nations and other relief agencies operational in Ethiopia.

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[1] UNDP has decided to dispense with the advisory note (which becomes optional for the country office) and programme outlines.

[2] An UNDAF website, use of video conferencing, dissemination of documentation on CD-ROMs, distance learning and collaboration with the United Nations Staff College for training on participatory approaches to stakeholder analysis could be systematically used for UNDAF purposes.

[3] In 1998 WFP's global food purchases amounted to 247 million dollars.

7. WFP has found that purchasing food in surplus areas in the country of operation or in another country nearby avoids long lead-times normally required for the mobilization and transport of food from donor countries. Increasing food purchases above the 42 percent of all WFP deliveries achieved in 1998 could enhance further South-South cooperation. WFP will continue to use local transporters and warehouse facilities and will share such contracted services with other United Nations agencies.

Cooperation with the World Bank

8. There is a need to encourage collaboration between the World Bank and United Nations agencies in the ongoing UNDAF process. Likewise, in countries where the World Bank intends to promote comprehensive development frameworks, United Nations agencies will participate and identify areas of possible collaboration. WFP already has 25 development projects worldwide with collaborative arrangements or complementary to the Bank's sector work.[1]

Common premises and sharing of administrative systems and services

9. In 1998, WFP, together with UNDP, UNFPA and UNICEF, undertook a series of activities aimed at planning, implementation and oversight of the United Nations House Programme. As a result, a preferred methodology for establishing a United Nations House or common premises has been set. Eight WFP offices were identified as meeting the criteria for United Nations Houses. WFP is already co-located with UNDP and other funds and programmes in a very large number of countries.

10. In many cases, the move to a United Nations House results in a higher-grade building which may involve greater rental and/or maintenance costs. The current WFP budget structure, and the Board's requirement that a plan be proposed before giving its approval, sometimes limit WFP's participation in common premises initiatives. In addition, in countries where WFP is providing solely or mainly emergency assistance, usually for a defined period, it is difficult for WFP to make long-term commitments to the United Nations House programme.[2]

Decentralization and delegation of authority

11. WFP strongly supports the need to delegate higher levels of authority to regional and country offices to permit timely and flexible responses to the needs and priorities of recipient countries. During 1997 and 1998, WFP made significant progress to decentralize decision-making. Many actions were taken, including:

- Regional Bureaux at headquarters were reorganized and downsized to reflect the increased operational authority in WFP field offices;
- Regional Bureaux of two Regions (Latin America and the Caribbean, and Middle East and North Africa) were moved from headquarters to the field;
- nine regional offices were created and staffed to provide support in programming, finance and human resource management to country offices; and

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[1] Number of projects taken from the Annual Report of the Executive Director for 1997.

[2] Taking this into consideration, WFP is reviewing its share of the apportionment of common expenditures among member funds and programmes.

- procedures were established for approval of emergency operations by Country Directors for a value up to 200,000 dollars.

12. Lessons learned from the 1998 review of the organizational change initiative identified priority future action, which will be strongly linked to United Nations Reform, as follows:

- finalizing and issuing updated normative guidance for WFP staff, particularly in the area of programme design and implementation, procurement, administration and personnel; and
- improving internal communications, to allow increased decentralization of many management functions.

National execution

13. All WFP-assisted development projects are executed nationally. WFP strongly supports national execution as an effective way to support national development and capacity building. As in the past, substantial government financing was a key feature of all the Country Programmes and Basic Activities approved in 1998.

14. The national technical, managerial and administrative systems used for project planning, implementation and evaluation often require significant external support to address shortcomings. WFP's capacity to provide such support has been constrained, in part, by its financing model. WFP has recently redefined its direct operational costs to include all activity inputs provided by WFP and utilized directly in activities by beneficiaries, the government of the recipient country or other implementing partners.[1] This approach, combined with WFP's policy of ensuring partnership with other agencies, will strengthen WFP's capacity to address shortcomings experienced in national execution.

Civil society

15. In its ongoing programmes and operations, WFP has systematically put in place measures to create an enabling environment aimed at strengthening the role of civil society. Three quarters of all WFP's development projects include partnership arrangements with NGOs. WFP works with 870 national and local NGOs globally as well as a wide range of 250 international NGOs.[2]

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[1] This includes, among others, project personnel such as United Nations (UNVs) who are in a direct advisory capacity to the government, identifiable costs related to counterpart training, government, NGO and other implementing partners' operational costs not covered under LTSH, and technical assistance financed by WFP and provided by United Nations agencies, NGOs and others. This recommendation was approved by the Board in January 1999.

[2] WFP presented a policy paper to the Board's First Regular Session of 1999, "Partnership with NGOs" (WFP/EB.1/99/3-A) which reviewed its collaboration with NGOs. The main conclusions were strongly endorsed by the Board.

16. While WFP gives priority to national and local NGOs, in some cases their managerial and implementation capabilities require strengthening. Through experience, WFP has learned that the Memorandum of Understanding (MOU) is a valuable tool to enhance clarity in the division of tasks and responsibilities between WFP and its partners, and to build on the comparative advantages of both organizations.[1] The UNDAF preparation phase presents an opportune time for United Nations agencies to collectively ensure that national and local NGOs and other members of civil society are included in the development planning process in a participatory manner. It also permits timely identification of the capacity-building requirements of NGOs needed to fulfil their roles as development partners.

Monitoring and evaluation

17. The United Nations system does not yet have integrated programmes at the country level with commonly agreed objectives and indicators of successful outcomes. UNDAF and CCA exercises are steps in that direction. The current focus is on monitoring to what extent UNDAF is leading to common strategies for United Nations agencies within a country. Evaluation of each programme or project designed within the UNDAF strategy by participating agencies will be the basis for more generalized, country-level evaluations in future. WFP will work together with other agencies to ensure that revised and updated guidelines on the monitoring and evaluation of UNDAF programmes are developed.

Impact evaluation

18. WFP contributed to the 1998 impact evaluation coordinated by the United Nations Department for Economic and Social Affairs through its participation on the Inter-agency Working Group on Evaluation. The first impact evaluation focused on United Nations efforts to strengthen institutions in developing countries.

19. The global nature of the initial impact evaluation was overwhelming. It was not clear how the findings of the evaluation could provide effective and useful feedback to specific development assistance frameworks and agency programmes at the country level. In future, evaluation work carried out within the Resident Coordinator system in each country could be reviewed and summarized on a global scale. The UNDAF and CCA provide the essential joint objectives and indicators against which United Nations operations can be systematically evaluated.

Gender balance and gender mainstreaming

20. WFP is actively undertaking steps to meet the United Nations' goal of gender equity in staffing by the year 2001, with a strong policy to recruit and promote women. In 1998, 35 percent of new recruits with contracts of one year or longer, were women.

21. Despite the impressive increase in the proportion of women professional staff members since 1992, only a little over one third of professional staff are women, with most in the lower grades. In order to address the imbalance, managers are now required to submit six-monthly reports on their staffing by gender, and are held accountable for the gender balance of their staff.

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[1] The standard tripartite agreement between UNHCR, WFP and NGOs, finalized in 1998, could be used as a model to be adapted for joint United Nations operational activities for development.

22. As a follow-up to the Fourth World Conference on Women in 1995, WFP developed a set of "Commitments to Women" which set specific targets for women's involvement in food aid and improved food security. Section II on follow-up to conferences gives details on specific targets. In 1998, more than half of the 75 million people receiving WFP food were women and girls. To enhance gender mainstreaming in WFP's development programmes and emergency operations, a special allocation for gender activities [1] was made in 1998 and WFP assumed a lead role in the IASC Sub-Group on Gender in Humanitarian Response, co-chairing the Group with UNICEF.

23. A 1998 mid-term review of WFP's Commitments to Women (document WFP/EB.A/99/4-B) noted that there has been a steady improvement in the quality of Gender Action Plans prepared by WFP country offices. However, greater attention to the empowerment of women and to the development of a more strategic approach to addressing gender is still needed.

Strengthening of the Resident Coordinator system

24. WFP has been a strong advocate of strengthening the Resident Coordinator system, presenting a special agenda (entitled "Issues related to the implementation of agreed mechanisms to improve the Resident Coordinator System") to encourage this process. Together with other members of the United Nations Development Group (UNDG), WFP has contributed actively to the implementation of the various measures to strengthen the Resident Coordinator System, including:

- a sharp increase in the number of Resident Coordinator posts filled with individuals coming from agencies, funds and programmes;[2]
- development of a competency assessment procedure for Resident Coordinators, to be designed and managed as an inter-agency process;
- ensuring that professional experience with other United Nations entities, including service as United Nations Resident Coordinators, is recognized as a strong factor in career development and advancement;
- the preparation of standard Terms of Reference for Resident Coordinators, separate from those for the UNDP Resident Representative.

25. WFP has made available qualified staff to take up Resident Coordinator positions. Moreover, WFP staff have been instructed to assign top priority to supporting the Resident Coordinator.

26. Although considerable progress has been made, it is WFP's view that much still remains to be achieved, including a better gender balance, increased selection of Resident Coordinators from organizations other than UNDP and the introduction of different models of the Resident Coordinator system in different countries.

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[1] Comprises one million dollars of WFP's own resources and a $500,000 donation from Finland.

[2] In 1998, WFP staff members held Resident Coordinator positions in Cape Verde, Honduras and Sudan.

Funding

27. WFP's overall expenditure in 1998 amounted to 1,348 million dollars.[1] Operational costs amounted to 1,238 million dollars and programme support and administration (PSA) expenditure was recorded at 96 million dollars (with a further 13 million dollars under special accounts). Resources provided by donors for development activities have declined in dollar terms by 13 percent since 1996 (from 399 million dollars in 1996 to 346 million dollars in 1998)[2] but, thanks to a lower cost of commodities, the tonnage delivered was 679,000 tons in 1996, 1,107,000 in 1997 and 773,000 in 1998.

28. There is an increasing tendency for donors to direct their funding to specific activities rather than making their resources available to WFP to be applied in support of Board-approved projects and programmes. In 1998, 29 percent of contributions for development projects were "directed multilateral" contributions. Such contributions make it difficult to target resources consistently to vulnerable people in the poorest countries.

29. In May 1998 WFP's Executive Board created a Formal Working Group on the Review of WFP's Resource and Long-Term Financing policies, open to all members and the observer from the European Commission.[3]

30. The Formal Working Group identified a number of areas where the model had already brought significant benefits to the Programme, including:

- increased transparency and accountability;
- improved ability for WFP to plan and manage its resources at the corporate and project levels;
- some improved predictability in resource availabilities.

31. However, the Group also noted some major difficulties in the current operation of the model, including:

- some major donors had not complied fully to it, despite considerable efforts on their part;
- the model had not arrested the increasing trend towards directed contributions;
- it had artificially inflated the Indirect Support Cost rate for development activities;
- it required a complex and cumbersome process to set differential indirect support cost rates.

32. In January 1999, the Executive Board adopted the recommendations of the Formal Working Group, which should provide WFP with greater security of funding for the PSA budget, greater flexibility of resource use, and an enhanced capacity to plan and introduce activities in a timely manner. The revised policies will take effect from the start of the 2000–2001 biennium.

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[1] 1998 figures are based on provisional financial statement of accounts.

[2] This decline would have been even more dramatic if WFP had not received an exceptionally large additional contribution in wheat from the United States, which helped to cover some of the outstanding requirements for development projects.

[3] The Board adopted the Report of the Formal Working Group on the Review of WFP's Resource and Long-Term Financing policies (WFP/EB.1/99-4-A) in January 1999.

II. INTEGRATED AND COORDINATED IMPLEMENTATION OF AND FOLLOW-UP TO MAJOR UNITED NATIONS CONFERENCES AND SUMMITS

- World Food Summit
- Fourth World Conference on Women
- World Conference on Education for All
- World Summit for Social Development

Follow-up to the World Food Summit Plan of Action

33. The World Food Programme's policies and operations support the main objective of the 1996 World Food Summit, to achieve food security for all and, as a mid-term goal—to halve the number of undernourished people in the world by 2015. The Summit's Plan of Action emphasizes that the eradication of poverty is essential to ensuring access to food. Taking direction from the cornerstones of the Plan of Action, WFP aims to create an enabling environment for poverty alleviation and food security, and facilitate the participation of poor people in the development process, including women.

34. Hunger is a cause of poverty as well as its effect. Food aid can help remove the traps that hunger creates. Maternal malnutrition has a devastating impact on children, causing low birth weight, stunted growth, susceptibility to disease, and intellectual impairment. Undernutrition of children, both of energy and nutrients, has negative consequences on performance in school and in the work place later on in life. WFP's supplementary feeding programmes and school feeding programmes are targeted to vulnerable women and children to help reduce short-term hunger and improve attendance and enrolment of primary school students, particularly girls.

35. WFP creates an enabling environment for the poor by helping to build assets and promoting self-reliance. Food-for-work programmes not only create short-term employment, but also help create rural assets such as roads, irrigation facilities and public facilities. WFP currently sets a target of allocating at least 90 percent of its development assistance to low income, food-deficit countries (LIFDCs) and at least 50 percent to least developed countries (LDCs).

36. The Summit's Plan of Action calls for national "food insecurity and vulnerability information and mapping systems" (FIVIMS), to help identify areas and populations affected by or at risk of hunger and malnutrition. WFP has participated in the Inter-Agency Working Group on FIVIMS established to develop the overall policy for FIVIMS. Together with FAO, WFP has funded technical support for FIVIMS-related activities including the first practical exercise in Ecuador in 1999. WFP is also leading FIVIMS-related activities in China.

37. Increasingly, food aid is being purchased in developing countries to assist local production. In Africa, for example, roughly 40 percent of the food aid distributed by WFP is procured there and well over 50 percent of the expenditure on food and transport is spent in the Region. This contributes a considerable support to African economies.

Follow-up to the Fourth World Conference on Women Plan of Action

38. Because hunger and poverty affect women disproportionately, and women are critical to the solution of both, WFP launched a set of strong policy Commitments to Women at the 1995 Beijing Conference for the years 1996–2001. They set specific targets for the Programme in terms of women's involvement in food aid and improved food security, including:

- 80 percent of relief food aid should be distributed directly to women;
- 60 percent of all WFP resources should go to women and girls in those countries where gender statistics demonstrate a 25 percent disadvantage (gender gap) for women compared with men;
- 50 percent of education resources should benefit girls;
- at least 25 percent of food-for-work and food-for-training assets should benefit women;
- women should take a lead role in decision-making in food management committees;
- WFP should aim for gender equity in staffing;
- staff and implementing partners should be held accountable for achieving these Commitments.

39. A mid-term review was initiated in 1998 to determine whether the mechanisms put in place to implement the Commitments to Women were sound. Among the major findings of the review were that, while Gender Action Plans had been prepared in most countries, and there had been a steady improvement in their quality, greater emphasis was still required on the analysis of the causes of inequality. Furthermore, the review found that improvement was needed in giving attention to the empowerment of women through WFP interventions (as distinct from promoting women's projects) and developing of a more strategic approach to addressing gender, taking into account the national context in which WFP assistance was provided.

40. In 1998 WFP allocated one million dollars from the PSA budget, in conjunction with a special pledge of a further 500,000 dollars from Finland, to encourage greater attention to mainstreaming gender within WFP-supported activities

Follow-up to the World Conference on Education for All Plan of Action

41. The World Conference on Education for All (Jomtien, Thailand, March 1990) adopted a "Framework for Action to Meet Basic Learning Needs" which includes among its main goals:

- to expand early childhood care and education;
- to universalize access to and completion of primary education;
- to reduce adult illiteracy rates by half; and
- to expand basic education and training for youths and adults.

42. Education of girls and women is identified as the most urgent priority; special attention is also to be given to education of disadvantaged groups such as the poor or people affected by crises.

43. Traditionally, WFP support focuses mostly on expanding of early childhood and primary education through feeding at pre- and primary schools. Several initiatives during the course of 1998 aimed at bringing this support more in line with the Education-for-All goals.

44. Under the Commitments to Women, female education has become the main focus of WFP's support to the education sector: 50 percent of all education resources should go to girls. To ensure application of these principles, guidelines were developed in cooperation with UNESCO which indicate practical ways in which WFP can support the education of women and girls. CSOs, Country Programmes and projects presented to the Executive Board in 1998 increasingly reflected these Commitments. However, there is still scope for further intensifying these efforts, particularly in the area of female

45. The goals and priorities of the Education-for-All initiative are also reflected in WFP's new development directions whose preparation started in 1998. These directions support the focus on women and girls as well as marginalized groups, and advocate WFP support to early childhood care and education programmes, primary education and literacy and skills training for youths and adults.

Follow-up to World Summit for Social Development Programme of Action

46. WFP supports the commitments and Programme of Action of the World Summit for Social Development (WSS) by focusing its operations on the poorest and marginalized areas of the world. Increasing the resources to the social sector and bringing basic social services within the reach of all, particularly the poorest and most vulnerable groups in society, is the essence of the 20/20 Initiative, endorsed by the WSS in 1995. WFP has strongly supported efforts to include the 20/20 Initiative in system-wide programming exercises, such as UNDAF and CCA. In addition, WFP has participated in the ACC Task Force on Basic Social Services for All (BSSA) aimed at strengthening the United Nations system's follow-up mechanisms for delivering, at the country and regional levels, coordinated assistance aimed at eradicating poverty.

47. In 1998, 75 million people received WFP food in development, emergency and post-crisis situations. Relief requirements continued to be high, accounting for four fifths of WFP operational expenditure. Support for development efforts was divided between food for work for rural infrastructure, and human resource development, covering primary school feeding programmes and health and nutrition interventions.[1]

III. FOLLOW-UP TO SPECIAL ECONOMIC, HUMANITARIAN AND DISASTER RELIEF ASSISTANCE

48. WFP strongly supports the Office for the Coordination of Humanitarian Affairs (OCHA) in developing a comprehensive approach to countries in crisis. WFP has participated in developing the United Nations strategic framework undertaken so far only in Afghanistan. In addition, WFP continuously has worked in unison with other United Nations partners in mobilizing resources for humanitarian needs at the time of an emergency. In support of humanitarian coordination, WFP Representatives in Angola

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[1] In 1998, 50 percent of operational expenditures for development were made to LDCs while 89 percent went to highly food-insecure people in LIFDCs.

and the Democratic People's Republic of Korea have been assigned as Humanitarian Coordinators.

Consolidated Appeal Process

49. WFP strongly supports steps taken by OCHA to strengthen the Consolidated Appeal Process (CAP) and Common Humanitarian Action Plans (CHAPs) that emphasize collaboration for emergency, humanitarian as well as post-conflict rehabilitation operations. To assist in the Consolidated Appeals Process, WFP has seconded two staff to OCHA.[1] WFP staff members participated in the revision of the Technical Guidelines and acted as facilitators in the preparation of specific CAPs.

50. WFP participated in all 1998 CAPs. The total amount required for all agencies was 2.1 billion dollars: WFP's portion was 826 million dollars. In 1998, WFP received a total of 659.9 million dollars, equivalent to 79.9 percent of the amount called for in the appeals.[2]

Protracted Relief and Recovery Operations

51. In 1998, the Executive Board approved the introduction of the Protracted Relief and Recovery Operation (PRRO) programme category, to emphasize the importance of moving as quickly as possible from relief to rehabilitation, reconstruction and sustainable recovery. WFP's experience in protracted or complex emergency situations has demonstrated that traditional relief responses—treating a crisis as an abnormal short-term event distinct from development—are often inadequate to fully address the needs of people who are trying to secure their livelihoods in a crisis. Planning for recovery should begin during the emergency phase, thus allowing relief programmes to achieve far more. The first three PRROs—in Afghanistan, Cambodia and Nepal—were approved in 1998.

52. WFP considers that in order to introduce developmental activities to support humanitarian efforts, in recovery and protracted relief situations, it is essential for WFP to work together with United Nations agencies and other partners. The UNDAF/CCA offers an inter-agency consultation process to ensure complementary strategies and approaches to recovery, as well as to disaster mitigation and management activities.

Regional dimension

53. WFP strongly supports incorporating the regional dimension into United Nations operational activities, especially in disaster mitigation/contingency planning activities and humanitarian operations. In 1997, WFP supported the Southern African Development Community (SADC) in completing the first comprehensive contingency planning exercise for the region to respond to the developing threat of El Niño. In 1998, drought and flood reduced food production and necessitated emergency food assistance to Mozambique and Zambia and to Madagascar, where crops were decimated by locusts. The contingency planning exercise of the previous year, together with better targeting,

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[1] One of WFP's seconded staff is responsible for the Unit that handles all countries outside Africa within the Complex Emergency Response Branch.

[2] Statistics provided in OCHA's "Summary of Requirements and Contributions", dated 18/3/99. WFP has a number of emergency operations which were not included in the appeals. The percentage of needs covered for all appeals for all agencies was only 53.9 percent (equivalent to 1.3 billion dollars).

allowed food aid in this region to be more geared to rehabilitation and recovery, rather than relief.

54. In 1998, WFP continued wide-scale regional humanitarian operations in the Great Lakes region[1] (1.4 million victims of conflict) and in the Liberia/Sierra Leone region[2] (1.7 million refugees, returnees and displaced people). In mid-1998, WFP responded on a regional basis to the drought in Central America; then, in November 1998, within two days of Hurricane Mitch striking the region, WFP distributed in-country food stocks to 345,000 affected people in four countries.[3]

55. Planning and operating on a regional basis has enabled WFP to allocate resources (staff, food and cash) where needed more flexibly and cost-effectively. It has simplified operations and resulted in time savings. WFP has interacted effectively with other United Nations agencies also operating on a regional basis.

Joint evaluations of United Nations emergency operations

56. WFP is continually refining monitoring and evaluation approaches for major emergency operations. Especially at the country level, WFP is harmonizing its evaluation approaches with those emerging from the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD), which in 1998 prepared a document entitled "Evaluating Humanitarian Assistance Programmes in Complex Emergencies".

57. In 1998, together with UNICEF and UNHCR, WFP undertook a joint evaluation of operational coordination in the Great Lakes region which identified a number of lessons which all three agencies will take into account in future collaborative operations. Where coordination has worked well, the different responsibilities of each of the agencies concerned were clearly defined from the outset. Examples of good coordination included the joint use of personnel and equipment, shared telecommunications systems,[4] the use of common warehouses and offices, and combined logistics arrangements. In conflict areas, some evaluations confirmed that the safety and security of staff was of the highest importance. Measures to assist staff in facing conflict-related risks include training in security issues (initiated in 1998), careful screening of candidates, ensuring efficient communication systems, regular updating of contingency and evacuation plans, and close coordination of security arrangements with other agencies.

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[1] Burundi, the Democratic Republic of the Congo, Rwanda, Tanzania and Uganda.

[2] Côte d'Ivoire, Ghana, Guinea, Liberia and Sierra Leone.

[3] El Salvador, Guatemala, Honduras and Nicaragua. This was made possible thanks to existing stocks originally earmarked for ongoing development projects.

[4] WFP initiated the move to merge its communications networks with UNICEF's, and to alter the WFP/UNICEF MOU accordingly.

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WFP COMMITMENTS TO WOMEN: MID-TERM REVIEW OF IMPLEMENTATION[1]

ABSTRACT

The review examined staff attitudes, established mechanisms and structures which influence the implementation of the WFP Commitments to Women. Gender concerns were found to be part of an increased interest in using food aid to promote sustainable development, through the participation and empowerment of beneficiaries. Attention was paid to elements of the work environment at WFP which affect the recruitment and retention of female staff, in particular security, harassment and staff rights. It was noted that the percentage of women in professional and higher categories had been raised significantly through affirmative action.

Through the Gender Task Force, Gender Focal Points and the Gender Unit at ODT, policy guidance and technical advice were provided, funds raised and allocated, and progress overseen and reported on. The relatively junior status of Gender Focal Points in country offices were observed to be a major constraint. Adequate staffing of the Gender Unit is viewed as essential to ensuring an effective oversight of the implementation of the Commitments.

Gender Action Plans were prepared to transform the broad goals of the Commitments into specific country programme and project targets. They have been used with mixed results as tools to implement the Commitments. There is no complete overview of the gender training process, whereas some staff criticized gender training as being too theoretical. The training process has nevertheless improved staff's capacity to design programmes for women and collect gender-disaggregated statistics. Owing to a weakened oversight function in the Gender Unit in 1997–98, and lack of specific accounting codes, it was not possible to fully determine the funds that have been raised and spent on gender programming, including training.

Gender and women have increasingly been integrated into project design, but the concept of women's strategic (as opposed to their practical) needs should be emphasized, focusing on asset creation, decision-making and control of resources. Baseline surveys, which are crucial to measuring progress towards meeting the Commitments to Women, were rarely conducted in the past. Reporting formats are being designed for collecting gender-disaggregated data, although methods need to be developed to better establish the differential effect food aid is having on women and men. Implementing partners often do not possess the capacity to generate gender-disaggregated data. No interim impact or performance assessment of the Commitments to Women has yet been undertaken by any country office. To improve targeting and programming, some country offices are undertaking Vulnerability Analysis and Mapping (VAM), mostly relying on data generated by others. WFP may consider conducting its own data gathering, enabling it to assess the needs of and target specific households and women. WFP further delineated its policy to meet the critical food needs of mothers and small children. The link between women's rights, the Commitments to Women and the right to food needs to be explored, as well as the link between gender, development and food aid.

The Mid-Term Review affirms that success in meeting the Commitments to Women will depend largely on the national context in which WFP works. It is unlikely that the goals of the Commitments to Women will be met by 2001 unless changes are made in the way they are implemented. Alternatively, the Commitments might be reformulated, with more achievable goals. More emphasis should be placed on empowering women through WFP programming. An overview is presented of issues that need to be addressed if the Commitments to Women are to be met. In the Annex, performance and impact indicators are listed which may be considered for evaluating projects and measuring progress made towards meeting the Commitments to Women.

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[1] The Mid-Term Review was managed by an Evaluation Officer, OEDE. This summary report was prepared by the Mid-Term Review team leader—a consultant specialist in food security and gender issues. Research was carried out at WFP headquarters and in 10 countries between October and December 1998. Country office and field research was undertaken by the team leader, a team of four consultant gender experts and one of WFP's Senior Gender Advisers (ODT), all assisted by Gender Focal Points and other staff in the country and regional offices.

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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

The WFP focal points for this document are:

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).

PURPOSE AND SCOPE OF THE REVIEW[1]

1. The Review was undertaken to assess how WFP has mainstreamed gender issues and to determine whether the mechanisms put into place in 1995–96 to implement the Commitments to Women are sound. Emphasis was placed on determining how staff members' attitudes towards gender issues affect the implementation of the Commitments.

2. It is too early to measure the impact the Commitments to Women are having on beneficiaries, so no efforts were made to address the parameters of the Commitments. Nevertheless, some time was reserved in the field to determine whether projects incorporate the requirements outlined in the Commitments: how well they are being implemented, how implementation compares to the activities outlined in the country offices' Gender Action Plans, and whether gender programming is improving (or is likely to improve) the situation of women in the wide context of WFP's operations.

3. Research and interviews were conducted at headquarters, and investigations were undertaken in the field and ten country offices. A summary of these findings, as well as recommendations regarding the Commitments themselves, their implementation at the field level and at headquarters, and indicators for measuring the gender sensitivity of projects and progress towards meeting the Commitment to Women by 2001, are provided in this report.

ADOPTION OF THE COMMITMENTS TO WOMEN

4. The Commitments to Women emerged from the Fourth World Conference on Women at Beijing in September 1995. The Commitments concretized WFP's efforts over the previous decade to improve the quality of WFP assistance by promoting gender equity in programming. Preceding the Beijing Conference, several studies were carried out to review ongoing and planned country programme activities in order to compare them with the expectations for gender equity established in 1985. These studies demonstrated that in many cases gender had not been mainstreamed in WFP-supported projects; that efforts to reach the very poorest women with relief assistance had sometimes failed; that women rarely controlled or made decisions regarding projects and food aid delivery; and that WFP-supported development projects did not necessarily promote women's empowerment, all because WFP and its partners still had a relatively limited understanding of how to design and implement gender-sensitive programmes. As stated in one report, "WFP ... staff interpret their mandate mainly and at times exclusively in terms of the technical and logistic[al] aspects of food aid operations".

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[1] The field reviews were carried out in Azerbaijan, Bangladesh, Bolivia, Burkina Faso, Ethiopia, Guatemala, Liberia, Uganda, Viet Nam and Yemen. The countries were selected according to the following criteria: they should be from each of WFP's four Regions; when taken together, they should include all programme types (complex, long-term emergencies; emergency relief; development projects; and quick action projects); and some should have a wider national environment which affects the ability of WFP to promote gender programming. Separate country reports have been prepared and are appended to the full report of the Mid-Term Review, which is available from the Office of Evaluation, in English only.

5. Efforts were made to concretize WFP's objectives for the Beijing Conference. Ideas were solicited from the Country Directors and meetings were held by field staff in the Regions beforehand to prepare WFP's contribution. Regional Platforms of Action were drawn up, and a film—'Women Eat Last'—was produced. On the basis of these studies, internal discussions and country office recommendations, a set of 'goals for women' to be reached by 2001 was drafted. The WFP Commitments to Women were formulated with inputs provided by Regional Managers of the Operations Department, Gender Focal Points and various WFP departmental managers under the guidance of the Director of the Strategy and Policy Division and the rest of the Executive Staff.

6. Following the Beijing Conference, the Executive Director asked country offices and units at headquarters to define the steps required to meet the Commitments to Women and develop measurable indicators to monitor progress. Meanwhile, a Gender Task Force (GTF) was established at WFP headquarters to advise on overall strategy to develop a WFP Gender Action Plan (GAP) and monitoring mechanisms, to mobilize support, to advise implementers, and to monitor and report on the process of implementation of the WFP Gender Action Plan. The GTF sent documentation on gender concepts and tools for social and gender analysis to the country offices to help them design their individual Gender Action Plans, which were to set country priorities and define steps and measurable indicators for achieving the stated objectives by 2001.

7. Because one of the Commitments regards gender equity in recruitment and employment at WFP, the Gender Task Force began collecting data on women staff in the professional and higher categories. At the same time, it was recognized that while it was desirable to have 50 percent women in professional positions by 2001, this specific target was probably beyond the recruitment capacity of the organization. Hiring, for example, 50 percent women in the following five years would result in women forming only 40 percent of WFP's professional labour force. Nonetheless, the recommendation was made that performance in this sector should be made part of the key tasks of the Management and Appraisal of Performance (MAP) system of Division Directors and Bureau Managers. Subsequently, the Task Force agreed to refer to the United Nations goal of reaching gender parity by 2000 in the section on personnel in the WFP Gender Action Plan, which was finalized in September 1996.

8. By the end of 1996 the effort to implement the Commitments to Women was well under way. Gender training had been started and the country office Gender Action Plans had been written. Four main strategies that needed external funding were to be found in most of the plans of action: initiate consultancies to assess current practices and recommend improvements; build staff capacity in analysis and planning; develop guidelines; and exchange experiences. Plans had been devised in various countries to begin negotiating with counterparts about improvements in gender programming, to collect gender-disaggregated data, to reduce micronutrient deficiencies in women and children at risk, to increase the number of professional women in WFP, and to write the Commitments to Women into all inter-agency and government agreements. A budget of US$ 700,000 for 1996–97 was established to finance training and travel, and the hiring of technical expertise. Recruitment of female staff rose from 12 percent of total recruitment in 1994 to 39 percent in 1996. However, female project staff in country offices accounted for only 20 percent.

9. The year 1997 saw a consolidation of the process. A standard set of guidelines for development, relief and emergency programmes was written. Country offices produced case studies on the benefits of WFP support and beneficiaries' profiles as promised in the Gender Action Plans. Training modules were gender-sensitized; a funding proposal was drafted to employ Regional Gender Advisers and to ensure skills development of staff in gender analysis, planning, monitoring and evaluation; regional gender meetings were being held; and a second headquarters-based gender specialist was hired in mid-year. Training sessions on participatory food aid management and qualitative monitoring and evaluation were planned; some were held before the end of the year. Further progress had been made on the recruitment of women: in 1997, 43 percent of new appointments were women.

10. But in November 1997, the Senior Gender Adviser left WFP headquarters for a new posting in the field. Owing to a lack of funds, there was no immediate replacement, and this left one (relatively new) gender specialist to move the process forward. She resigned in mid-1998, leaving a vacuum until the recruitment of a new Senior Gender Adviser later in the year. (A second Senior Gender Adviser joined only in early 1999). Therefore, the momentum that had been gained in 1996–97 was largely lost because of under-staffing, loss of institutional memory and, equally important, the lack of core funding.

11. Some US$700,000 had been earmarked for fiscal year 1997–98 as the Gender Action Fund (GAF) for gender projects. For 1998–99, US$ one million was requested, but before this sum was allocated, it was cut from the core budget as part of a larger money saving exercise. At this point the Budget Office expected that special funding for gender activities would be secured separately by the Senior Gender Adviser. In fact, this initiative was relatively unsuccessful: few additional funds were secured for gender activities from the end of 1997 until October 1998. Previously allocated funds and grants raised locally by country offices were the main sources of money spent on consultancies, workshops and special activities. In October 1998, core funding of US$ one million was reallocated to promote gender activities in 1999, with another US$500,000 promised from external sources.

COMMITMENTS TO WOMEN IN THE WFP CONTEXT

12. WFP's Commitments to Women should not be viewed in isolation, for their successful implementation relies upon wider attitudes, opportunities, mechanisms and structures.

Attitudes and change

13. Gender concerns are part of a new style of management at WFP, a heightened concern with how food is utilized at the community and household levels, and an increased interest in using food aid in a way that promotes sustainable development, through the participation and empowerment of beneficiaries. Therefore, gender programming is just one aspect of a larger transition under way within the organization, a transition that may be difficult for some of WFP's staff. Indeed, part of the resistance to gender policies comes from a lack of understanding of the wider programmatic shift, a defensiveness based on a vague sense of somehow having done things 'wrong' in the past, a reluctance to become involved in household-level concerns, and a lack of understanding of how exactly to implement these new policies on the ground.

14. There is a sense among some staff that gender issues are not particularly important when compared to their other, more vital and urgent work. Also, many WFP staff are under pressure to carry out complex (mostly logistical, financial or administrative, but rarely gender-related) tasks with tight deadlines. Such extraneous factors have an impact on the way the Commitments to Women are perceived and implemented by field and headquarters staff, and on their attitudes towards gender.

15. There is a reluctance by some WFP staff to 'impose', what are perceived to be 'western' or 'feminist' ideas on beneficiaries. This attitude is undoubtedly having an impact on the implementation of the Commitments to Women. For example, efforts to promote female advancement through the use of food aid in school feeding projects or through the creation of women's committees are seen by some staff as inappropriate in predominantly traditional, patriarchal cultures. A lack of awareness of the link between women's rights and universal human rights, and of the need for WFP to promote a rights-based aid regime, means that these staff will be reluctant to push for changes that *empower* women.

Work environment

16. The work environment at WFP affects the recruitment and retention of female staff in particular, and that is why it comes within the scope of this review. Of particular interest are three issues: security and employment of women at WFP; sexual harassment; and staff rights.

17. Insecurity affects both female and male staff, generally in field locations and particularly in difficult, non-family postings. Insecurity ranges from banditry and robbery, to assaults and rape, attacks specifically on foreigners, and open warfare, including bombardments, raids, and land mines. Health hazards are also a form of insecurity, as WFP staff are sometimes required to manage operations in malarial and other disease-infested areas, where water is unreliable and/or unclean, where food may be scarce and where the climate can be extreme. Isolation and threats of violence are also mental health hazards. Traditionally men have been hired to work in such areas more often than women, and there is still some reluctance to hire women for particularly difficult posts. But in some of the most insecure work stations, such as in southern Sudan, women make up half of the WFP field staff. Through proactive search, 18 female food monitors were recruited. However, there are no females at the management level. The key is training—teaching men and women how to take care of themselves in threatening situations and in emergencies—and support. The ongoing Security Awareness Training Initiative will address many of these issues. Nonetheless, in particular situations, where rape is a special risk, WFP should be cautious about sending female staff.

18. Because of its inherently private nature and the threats attached to it, sexual harassment is an issue that is difficult to investigate. Its prevention has been linked in policy documents with the promotion of gender equality within the United Nations. A policy on the prevention and resolution of cases was circulated by the Executive Director of WFP in 1995. There seem to be some cases of sexual harassment but these are not being reported formally or informally through the appropriate channels.

19. It is generally felt that a more nuanced understanding of sexual harassment and a more up-front approach to the problem are needed. In February 1999 changes were made in the policy regarding harassment, now distinguishing between sexual and personal

harassment and abuse of authority. The new policy applies to all staff, including locally recruited, and places a greater onus on managers to deal with harassment. It provides for a joint role by the Human Resources (HR) Division and the Office of the Inspector-General (OEDI) in the resolution of harassment complaints, suggests different recourse mechanisms (such as mediation) for resolving complaints, and adds new contact points for information and advice on perceived harassment situations. This new proactive policy will no doubt go some way towards creating a work environment that is supportive of productivity as well as the personal goals, dignity and self-esteem of every staff member.

20. Finally, various questions about staff entitlements and family relations were raised during the Review, some of which have implications for the retention of female staff. For instance, women wish to know if both international and national staff have the right to take time off daily to breast-feed their babies. Some women with young children expressed an interest (probably shared by some men) to work flexi- or part-time for a period in order to care for their young children while maintaining their careers. Women especially complained that child care was not available to them at work.

MECHANISMS FOR IMPLEMENTING THE COMMITMENTS TO WOMEN

21. The team examined the institutions created to implement and monitor the Commitments, asking whether they were well established, what inhibited their operation, and whether they were functioning as expected.

Gender Task Force, Gender Focal Points and Gender Advisers

22. The Gender Task Force is currently comprised of 11 senior staff (two thirds men) at headquarters and country offices. Since late 1995 it has provided policy guidance and advice on training requirements and technical support, helped raise and allocate funds, promoted the exchange of information and experiences, and overseen and reported on progress. Gender Focal Points at headquarters collect and disseminate information and inform colleagues about available resources, provide guidance to programme staff to help them meet their regional gender targets and sensitize their projects, monitor progress and provide feedback to the Regional Bureaux and the Gender Advisers, and act as training and resource persons on gender issues.

23. The Gender Focal Points in the country offices collect data on gender disparities and on activities to meet the national Commitments to the Platform for Action on the Advancement of Women in their own countries; maintain relations with Gender Focal Points within governments and relevant organizations; act as training and resource mobilizers on gender analytical planning and monitoring tools; help colleagues meet the targets in the country office Gender Action Plans; undertake other routine activities related to gender programming; and monitor the implementation of the overall Gender Action Plan. In some areas there are also Regional Gender Advisers, who support gender training and programming in the countries of the region. Some staff note that these Regional Gender Advisers play an important role, and more should be appointed.

24. One weakness of the administrative structure of the Commitments to Women concerns the Gender Focal Points in country offices. The relatively low status of the Gender Focal Points in the ten countries studied—many are junior staff, with only a limited

understanding of WFP and development/relief operations and little of gender analysis and strategies—may indicate the little importance some supervisors attach to gender as an operational or analytical issue. The fact that the vast majority are female may reflect the fact that in the minds of many Country Directors, gender programming should be entrusted to women. In fact, these Focal Points need to be senior staff, who can effectively attend meetings and be heard, who can insist on seeing project documents and plans before they are sent out of the country offices. Finally, Gender Focal Points often feel that they do not have enough time to do their gender work well because of their work load not related to gender. In order to do the job well, the staff members concerned should be given fewer other tasks to perform. Adequate funds should be made available so they can travel, train, collect and share information, and liaise with other organizations.

25. The full-time job of overseeing the implementation of the Commitments to Women goes to two Senior Gender Advisers at headquarters. As was discovered to the detriment of progress in fulfilling the Commitments to Women in 1998, it takes adequate staffing of the Gender Unit to ensure an effective oversight of the implementation of the Commitments. As the recommendations of this Review are implemented, it may well be that additional staff will be needed in the Gender Unit.

Gender Action Plans

26. In order to transform the broad goals of the Commitments to Women into specific country programme and project targets, in 1996 the individual country offices (and later regions) created Gender Action Plans. These were produced in a hurry, many by staff with little or no understanding of gender programming. The Gender Action Plans reviewed by the Mid-Term Review Team demonstrate that the first plans (and preliminary documentation from country offices leading up to the Gender Action Plans) were often little more than a statement of goals and intentions, with little detail about how to achieve them. The lack of understanding of gender programming is obvious from Action Plan emphasis on the need to schedule country office staff training activities as a first step. The desire to employ specialists and outside expertise to do training and help plan projects was also highlighted. In country offices where staff with a background in gender analysis and programming helped write the Action Plan (e.g. Afghanistan, Kenya and Malawi), they were more detailed, and contained specific activities and strategies for reaching the goals. In any case, it appears that in all countries the Action Plan process and the Commitments to Women were taken seriously.

27. By 1997 the situation had changed somewhat, as country offices were more aware of the issues involved. Some staff had benefited from training and the employment of specialists. Feedback from counterparts was beginning to come in, and the need to coordinate and cooperate with implementing partners and governments—and in some places, the difficulty of getting the cooperation of partners—was felt. These Action Plans were generally more detailed than those produced the year before.

28. Today, the Gender Action Plan as tools to implement the Commitments to Women are used well by some country office staff and forgotten or ignored by others. The process of writing new Action Plans—not as hurriedly as before, and using expertise provided by country office staff who have undergone extensive training, by Gender Focal Points, regional facilitators and the Gender Advisers at headquarters—would reinforce the requirement to engender projects and is therefore recommended.

Training

29. Characteristic of the gender training process is the difficulty to obtain a complete overview of the gender training that has taken place. This is the result of a number of factors—decentralization no doubt plays a role, but so does the administrative weakness (resulting from under-staffing) of the headquarters Gender Unit for portions of 1997–98. As a result, it is difficult to obtain concise information about training activities worldwide, which makes it hard to plan for the future. For instance, are training sessions building on one other? Are the curricula of different workshops compatible and complementary? Have all country offices and staff had training, and what training have specific staff had? This information is not readily available in a central location.

30. Some staff criticized gender training as being too theoretical, or too sophisticated, with concepts that are divorced from everyday reality in the field. They feel that 'clear-cut tools' are needed, together with 'specific guidance' for designing and implementing projects. Somewhat related is the view that training thus far has mostly been aimed at sensitizing staff in gender issues, rather than providing them with 'solid socio-economic assessment skills'.

31. Even though it has been criticized, the training process is, in many respects, having the intended effect on staff, most of whom (though not all) have had at least gender-awareness training, if not instruction on gender analysis, programme design, participatory approaches, evaluation and monitoring, or other more advanced topics. Workshops and meetings held only a year ago were much different than those organized today, where beneficiaries and staff are more sophisticated in their analysis and demands. WFP staff are now generally better prepared to design programmes for women and to collect gender-disaggregated statistics. Gender is now being incorporated into Memoranda of Understanding, Letters of Understanding and other agreements with partners. Where NGOs have been reluctant to change their work methods for want of staff, WFP has been able to show them how to integrate gender concerns into their programmes without doing extra work.

Funding

32. As with gender training, it is difficult to gather all the strands together to determine the amount of money that has been raised and spent on gender programming, including training, in the last three years. The reasons are much the same: decentralization, country office fund-raising and spending without reference to the Gender Advisers or headquarters Finance Officers, under-staffing and a weakened oversight function in the Gender Unit in 1997–98, and a lack of accounting codes to monitor gender fund-raising and spending in the country offices and at headquarters.

Documentation

33. The Mid-Term Review examined various programme, project and country office documentation, including monitoring and evaluation formats, to determine whether the Commitments to Women were being written into policy and programme documents and agreements with partners, and whether gender-disaggregated data were being produced. It was found that gender and women have increasingly been integrated into project design in recent years, and that gender analysis is being used by some staff when designing interventions, targeting beneficiaries, and selecting activities. But the concept of meeting women's *strategic* (as opposed to their *practical) needs* should be re-emphasized in

training, as some planners still seem to think in terms of (and documents too often emphasize this) the number of women beneficiaries involved in a project, rather than asset creation, decision-making and control of resources.

34. Partnership agreements (Memoranda of Understanding, etc.) should continue to be surveyed and revised where necessary to incorporate the requirements outlined in the Commitments to Women. Guidelines and manuals (e.g. Food Aid in Emergencies) should continue to be reviewed and revised where necessary.

Baseline surveys, monitoring and evaluation

35. If, as required by the Commitments to Women, a country office is to provide at least 60 percent of its resources to females, it must demonstrate that gender discrimination exists in the country and that social indicators prove it. Evidence suggests that baseline surveys, which are crucial to measuring progress towards meeting the Commitments to Women—or indeed, any other goals—in any project or programme, were rarely conducted in the past. As ongoing projects have their own dynamics, it is probably as rare for a country office to carry out what amounts to a baseline survey—a qualitative socio-economic analysis—of an existing project. It is more likely that country offices designing new projects are undertaking baseline surveys.

36. Monitoring and evaluation officers have begun to design methods for collecting gender-disaggregated project data on a regular basis. It is relatively easier to determine whether the quantitative goals of the Commitments to Women are being reached than it is to assess how interventions are affecting the quality of beneficiaries' lives. It is not surprising, then, to find that WFP's monitoring and evaluation officers are more capable of designing reporting formats that request implementing partners to collect information on the number of men and women doing food-for-work (FFW) labour, the number of boys and girls in school feeding projects or even the number of women leaders on a project committee than about the differential effect food aid earned in a FFW project is having on men and women in a community, the reasons why gender gaps in enrolment rates are not reducing in spite of school feeding projects, or what power women leaders actually have on committees. Nonetheless, this is a first step in measuring progress towards reaching the goals outlined in the Commitments to Women and should be seen as such.

37. One major constraint to collecting gender-disaggregated data (or any monitoring and evaluation data, for that matter) is the lack of capacity of implementing partners to generate them. While many do not see the need for collecting information on men and women beneficiaries, they will count them if required by WFP. But few are able, or willing, to undertake a serious gender analysis of a project—evaluating, for instance, gender and decision-making, asset creation or resource control. The reasons relate again to the partners' lack of staff, resources, skills and will.

38. It appears that no interim impact or performance assessment of the Commitments to Women has yet been undertaken by any country office. Performance assessments of the Commitments to Women and evaluations of the effect gender programming is having on beneficiaries in specific projects can be undertaken by WFP staff who are trained to ask the right questions. Not only do WFP staff need to gather data on the number of men and women beneficiaries in each project, but it will also be necessary to collect qualitative data (see the Annex). The Office of Evaluation (OEDE) works with minimal guidelines and thus far gender has not been systematically included in the Terms of Reference nor

in the evaluations directed by the Office. On the other hand, the Office of Evaluation is aware of the need to do this.

Vulnerability Analysis and Mapping

39. Vulnerability Analysis and Mapping (VAM) seeks to measure the capacity of populations to gain access to food under specific political-economic conditions and in the face of crises. Twenty-eight country offices currently have VAM capabilities and many have undertaken VAM exercises to improve targeting and programming. Various methodologies are used, some more participatory and responsive to local conditions than others. According to the VAM unit at WFP headquarters, gender is addressed variously by different country offices.

40. Not having a primary data collection mandate or capacity, WFP is relying on other agencies and host governments for the data to be analysed. Where others have conducted extensive household-level consumption/expenditure surveys, household-level data can be incorporated into the WFP analysis. Otherwise, there is no option short of WFP conducting its own qualitative rapid appraisals.

41. Where WFP is forced to rely solely on existing data sets, there is little opportunity (in terms of data resources) to do much gender analysis. This is true because most governments, NGOs and independent research agencies still do not collect data in a gender-disaggregated manner. However, where WFP has the resources and mandate to do primary data collection, it can influence the design and conduct of data collection efforts to better incorporate gender considerations. Such WFP primary data collection are rarely if ever full-scale household consumption or expenditure style surveys. Instead, these efforts are almost exclusively "rapid assessments" to collect qualitative data aimed at identifying and describing household types. As such, they are useful in defining and describing a commonly occurring household type, and even estimating the approximate number of such households in a given area. They do not provide detailed information on actual, unique households. In most instances, such unique household targeting is not only an unreasonable expectation, but is also not practical, considering the cost-efficiency of an operation.

42. WFP should thus decide what resources—human and financial—it is willing and able to commit to augmenting and improving its primary data (e.g. rapid assessment) collection efforts, particularly—but not exclusively—with respect to gender-sensitive data. With the appropriate level of resources, VAM and other data collection vehicles of WFP can generate more qualitative data to better inform the programming process until more detailed, quantitative data on gender become available.

The ongoing development of gender policy

43. In the years since the Beijing Conference and the enunciation of the Commitments to Women, WFP has continued to develop its policy with regard to gender and women. For instance, in keeping with Commitment I (to provide direct access to appropriate and adequate food to beneficiaries, especially women and children) in 1997 WFP further delineated its policy to meet the critical food needs of mothers and small children. This had implications for assessments of food needs, programme design, targeting, food baskets, financing, and sustainability.[1] WFP also linked women's advancement directly

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[1] Reaching mothers and children at critical times of their lives, document WFP/EB.3/97/3-B.

to the World Food Summit Plan of Action and the role the agency has taken to meet the 27 objectives included in its five Commitments. In October 1998 a workshop on a rights-based approach to women's empowerment provided WFP with the opportunity to explore the link between women's rights, the Commitments to Women, and the right to food. Later that month another meeting—the Consultation on Food Aid and Development —afforded WFP the opportunity to explore the link between gender, development and food aid.

THE PERFORMANCE AND IMPACT OF THE COMMITMENTS TO WOMEN

Staffing, the recruitment of women, and gender in performance appraisals

44. Two Commitments directly address staffing at WFP. Over the years, efforts to increase the percentage of women in professional categories have produced results: the total rose from 17.1 percent at the beginning of 1992, to 24.6 percent soon after the Beijing Conference at the beginning of 1996, and 28.5 percent by mid-1998. Not surprisingly, considering the nature of work in the field and the historical reluctance of some managers to hire women to do it, the percentage of women in country offices in mid-1998 was only 22.5 percent compared to 39.5 percent at headquarters. In the highest categories (P-5 and above), the percentages have also improved: from 9.2 percent in 1992 (when there was no woman above P-5) to 18.9 percent in December 1996, and 23.3 percent at the end of August 1998 (when there were 13 women above P-5). Women from some countries are better represented in the professional ranks than others.

45. Affirmative action in recruitment has been necessary to reach higher percentages of professional women in the organization. In 1994, 12 percent of new recruits were women, compared to 39 percent in 1996 and 43 percent in 1997. But in the first eight months of 1998 that number had dropped to 26 percent, meaning that the overall percentage of women among professional staff had levelled off— slightly declining from 29.2 percent on 1 January 1998 to 28 percent on 31 August 1998. Directors were immediately urged to bring about a major shift towards hiring more women and staff members from developing countries. Moreover, the results—i.e. specific hiring statistics by unit—were to be included in the appraisal performance reports of such staff, and those of their hiring managers. WFP's policy was specified as follows by the Executive Director:

> *If a manager hired 50 percent women and 40 percent staff from developing countries, he/she met his/her expected goals. For anything less, the manager did not meet expectations and his/her MAP must reflect that.*

46. Despite the fact that the Commitments to Women state that managers would be held accountable in their performance assessments for implementing the Commitments, until recently, the MAP format did not feature specific criteria regarding Commitments to Women, other than possibly the MAPs of Gender Advisers and possibly some Gender Focal Points. This omission has now been rectified for all senior hiring managers.

Protection of women beneficiaries

47. It will be recalled that the original Commitments to Women were linked to four strategic objectives enunciated in the Beijing Platform for Action. The first of these four objectives was to 'provide protection, assistance and training to refugee and displaced women'. WFP's Commitments to Women and its obligations as a United Nations agency, mandated by the United Nations Charter and other international human rights instruments, invests WFP with a protection role, especially with regard to food. The very difficult and often dangerous circumstances under which WFP works takes these instruments out of the realm of theory. The extent to which the rights to food, assistance, development and life (protection) are being undermined in the various areas where WFP works should be investigated. At the same time, a study should be carried out to assess whether WFP staff are already playing a protection role and what exactly this entails. It should also consider what obligations the United Nations statement on internally displaced persons specifically places on WFP. With such knowledge and a desire to maintain a rights-based food aid regime, WFP can then act with full confidence in trying to meet its Commitments to Women and its human rights obligations.

The national context

48. The data provided by the Review team demonstrate that success in meeting the Commitments to Women will depend to a very large extent on the national context in which WFP works. No matter how much WFP staff are gender-sensitized and the country offices prepared to invest additional resources on implementing the Commitments, this will not happen if national counterparts ignore or undermine the effort. This is especially the case in countries where WFP's implementation role is limited, and where WFP must depend on local partners, and/or where local communities and governments are indifferent or have a negative attitude towards the promotion of gender equality.

49. Some local social, cultural, political and economic influences hinder progress. For instance, in some countries in Latin America *machismo* is very much alive and affecting efforts to promote women. In parts of Asia, Africa and the Middle East, cultural traditions under the guise of religion inhibit the empowerment of women. In other areas, age-old patriarchal institutions keep women in subordinate positions. In some of these countries, governments have made little effort to involve women in decision-making bodies. Generally, in such places women have little economic power, and where civil society is weak, the women's movement is likely to be weak also. In these countries women's NGOs may be almost non-existent. Extension staff working for governments (and sometimes national staff working with WFP) may express rigid views regarding gender relations and women unless specifically re-trained. The same is true of NGO staff. Women beneficiaries themselves will sometimes reject their empowerment as being culturally inappropriate. In other words, traditional bureaucracies, individuals and ideologies can slow WFP's progress towards meeting the Commitments to Women, and country offices should explicitly investigate the extent of the problem and its causes, and formulate a strategy to address them.

50. Training counterparts and 'raising awareness' are the predominant strategies proposed in the Gender Action Plans, and these are useful, but probably insufficient to tackle the fundamental causes of gender inequality. For instance, it is hard to help women in agricultural projects if they own no land and, as such, are not represented on the project committees that design food-for-work interventions or select beneficiaries, and cannot

benefit directly from environmental projects. It is difficult to hire women staff to manage community-based projects if none is literate. It is hard to get girls to attend school when they are required to stay at home as domestic labourers. Such problems do not respond well to gender training because inequality is rooted in the political economy of the society. *WFP staff must understand that and design interventions that specifically address the root causes of inequality rather than the manifestations of discrimination.*

Process, performance and impact: A summary of country office findings

51. Evidence from the field indicates that the Commitments to Women have influenced the design of WFP projects and programmes, and are being implemented. For instance, school feeding projects target girls, women are encouraged to join or form food distribution committees, and affirmative action for women is used to recruit participants in food-for-work activities. On the other hand, the components of the Commitments that promote the empowerment of women—controlling assets created, learning new skills, taking up leadership roles, etc.—are not well implemented. Some of the mechanisms for implementation of the Commitments function relatively well—the Gender Task Force and the Gender Unit in ODT, for example—but others—such as Gender Focal Points and training—need improvement. Some basic gender-disaggregated data are being collected, but not enough. Baseline studies are rarely performed, while more sophisticated socio-economic/gender analyses of projects are needed in some countries. Little household-level data are available, data which may be needed to target women specifically. Gender training has had a variable impact on staff and country offices; in some places, it has been extraordinarily good and useful, and in others almost totally ignored and forgotten. Further data collection is needed to document the problems being experienced in implementing the Commitments in individual country programmes and to assess, in due course, how well WFP is achieving each Commitment.

CONCLUSIONS AND RECOMMENDATIONS

52. The problems outlined here are many, interrelated, and very complex. WFP should be praised for addressing the issue of gender equity in relief operations and development projects, and among its own staff. All WFP staff who read this report, especially those in the country offices under study here, should recognize that the criticisms expressed in this report are meant to be constructive, and are presented in the context of a learning experience. Few at WFP know how 'to do gender' and many staff are learning what gender analysis can do for their programmes.

53. The findings suggest that it is unlikely that the goals of the Commitments to Women will be met by 2001 unless changes are made in the way they are implemented. Alternatively, the Commitments might be reformulated, with more achievable goals. Pursuing the latter course of action, the Commitments should be reformulated to place more emphasis on empowering women through WFP programming, rather than promoting women's projects or counting the number of women participants and beneficiaries in projects. Some country offices have empowerment and gender squarely on their agenda, whereas others are mostly limiting themselves to number-counting. There are a number of issues that will need addressing if the Commitments to Women are to be met. These are:

Human resources

- *Gender parity in staffing*. Senior staff have already been reminded that affirmative action for women is policy with regard to hiring in the professional and higher categories. Country Directors and other hiring managers would also benefit from receiving a similar directive. Also, the issue should be discussed at global and regional meetings of Directors and Managers in 1999-2000. Efforts to reach gender parity in lower grades and among national staff might also be considered, as the philosophy behind gender equity in hiring is applicable to them also.
- *MAPs*. If the Commitments to Women are to be taken seriously, indicators to measure an employee's performance and attitudes with regard to gender and gender programming ought to be included in the MAPs.
- *Job descriptions*. These ought to outline the job's requirements with regard to gender.

Implementation mechanisms

- *Gender Action Plans*. These are of variable quality, some are out-dated, and many only make vague reference to the activities, or strategies, to be carried out to fulfill the Commitments. New Plans should be requested—with emphasis not on speed, but on analysis, empowerment and strategies—under the direction of the Gender Advisers. This process might be facilitated by regional gender specialists (where available), workshops, or other means of gaining expert advice.
- *Gender Focal Points*. At the country level, these ought to be senior staff, with the status to influence programming, project design, and policy. They ought to attend policy meetings, and read (with a view to changing them, if necessary) all project proposals and documentation, including Memoranda of Understanding, Letters of Understanding, and other partnership agreements. They should have sufficient time to be able to undertake their gender-related tasks, including attending gender meetings with partners and other agencies. A national officer might work as a gender counterpart to ensure continuity when international staff depart.
- *Regional Gender Specialists*. Efforts to hire full-time Regional Gender Specialists to provide technical expertise should be made. Alternatively, the Regional Programme Advisors who thus far assisted in the implementation of Action Plans should be given the time and resources needed to pursue this task.
- *Gender Unit (at headquarters)*. It remains unclear whether the work expected of the advisors can be carried out by only two staff, but consideration should be given to creating a gender unit with more staff to oversee the implementation of the Commitments to Women.
- *Strategy*. A new gender strategy is needed to guide the reforms that are required to meet the Commitments to Women by 2001. This should be designed by the Gender Advisers with the support of Country Directors and Gender Focal Points, the Gender Task Force, and other interested parties.
- *Training*. A review of gender training (and of gender components in other training workshops) should be undertaken, with the aim of designing a training strategy and of discovering what courses (and content) have been given, whether the curricula are compatible (across regions and sequentially in a region), which staff have/have not been trained, and what further training is needed. The investigation ought to include a

consideration of how to make the training more relevant to the staff expected to use it, how to ensure that instruction on gender equity is rooted in human rights discourse, and how to address cultural relativism and gender. Thought should be given to a recommendation made by staff that training modules be designed by trainers who first visit field sites and investigate the project as well as the socio-economic/gender situation on the ground. A training strategy should then be created and monitored by the Gender Advisers.

- *Gender Funding and Accounting*. Efforts are already under way to give gender its own budgetary code, and this ought to be implemented in all country offices. Financial/administrative staff at all levels ought to have some method to account for gender funds raised (from whatever source) and used (for whatever purpose) in all units, bureaux, regional and country offices, and to report these to the Gender Advisers, whose task it would be to monitor funding.
- *Gender fund-raising*. Efforts should be made for the Gender Advisers to work with staff in the Resources and External Relations Division, with a view to regularly writing new proposals to raise funds from donors known to be interested in gender for projects that are likely to receive funding from those donors. A funding strategy should be developed in tandem by the Gender Unit and RE. The Gender Advisers should survey the country offices, bureaux and other units to determine the amount of external funds raised and spent on various gender projects. More use should be made of direct support costs to fund gender-related project activities.

Creating a supportive environment

- *Negative attitudes towards gender/Commitments to Women*. These must be tackled on several levels, including an honest assessment by each unit manager of the extent to which negative attitudes in her/his unit affect implementation of the Commitments. Methods of addressing negative attitudes that affect programming or staff relations include training, discussions, and performance reviews.
- *Work environment*. A survey of the security needs of women should be undertaken (if not already done) and used by the new security training module. When promulgated, the new policy on harassment should be disseminated and openly discussed in various fora, including with country office staff. Staff entitlements (including family rights) should be reviewed with staff in all units, bureaux and especially country offices with national staff on a regular basis (e.g. annually). A summary document with relevant entitlements (e.g. time off to breast-feed, child care, paternity leave, etc.) might be written at the country office level and disseminated to staff.
- *National environment*. The national context in which WFP staff work has a great impact on WFP's success in meeting the Commitments to Women. An analysis of this factor should be undertaken by all country offices, and strategies developed to address it. In any one country the strategy may include training of counterparts or providing other support to partners or NGOs, and may entail working with donors and other United Nations agencies to develop a common strategy on women's advancement.
- *Joint United Nations gender activities*. Where an inter-agency United Nations gender group does not exist, WFP should initiate one. Its role should be proactive and programmatic wherever possible.

Data and documents

- *Gender in project documents.* The lack of gender analysis and strategies for assisting women in documents will only be solved when project designers are fully proficient in these areas and create projects that address gender issues. In the meantime documents should be reviewed by Gender Focal Points in country offices and regional bureaux.
- *Gender in programme documents and materials.* The Food Aid in Emergencies manual should be gender-sensitized, and other design and writing guidelines, such as the new Programme Design Manual, should be surveyed and updated in light of the Commitments to Women.
- *Partnership agreements.* All Memoranda of Understanding, Letters of Understanding, and project and programme agreements should be reviewed to ensure that they reflect the requirements of the Commitments to Women. The roles partners (including governments) are to play in implementing gender programming should be spelled out.

Measurement

- *Baseline studies.* Without baseline data, the measurement of progress (for gender as well as other objectives) is impossible. Baseline socio-economic gender studies should be undertaken before any new project is designed or proposed. Wherever possible, studies of ongoing projects, which might serve as 'baselines', should be undertaken. These should include the collection of information on gender disparities (a measurement that is required in the Commitments to Women) and, where feasible, the effect of gender programming to date.
- *Monitoring and evaluation.* Questionnaires should first be designed for all projects requesting gender-disaggregated data on project beneficiaries, participants, assets created and used, and school enrolment and drop-out rates. Secondly, specific qualitative data should be collected which demonstrate whether women's strategic needs are being addressed and met. All such information should be made available to partner organizations and appear in project and programme documents, and evaluations, to demonstrate and share WFP's concern with gender.
- *Project and programme evaluations.* All evaluations should include a gender component, except those concerned solely with technical aspects of food aid that have no relation to socio-economic or gender issues.
- *Vulnerability Analysis and Mapping (VAM).* In order to target women and to promote gender equity, information on community and individual level vulnerability and food security is needed. This means data must be collected and analysed at the household level, which is not often done, or done well, by WFP's partners. A strategy for gender-sensitizing the VAM methodologies should be designed and implemented.
- *Performance evaluation.* Gender/socio-economic specialists or staff trained in these methodologies should determine whether the Commitments to Women are being implemented and the effect they are now having on gender relations and women in particular. Such studies should be undertaken of all projects-perhaps in conjunction with 'baseline' surveys in ongoing projects—with the aim of changing projects that require modification to meet the Commitments.
- *End-of-term impact evaluation of Commitments to Women.* This will be undertaken by the Office of Evaluation in 2002.

New policy and further research

- *Protection of women beneficiaries*. A survey should be carried out to determine what protection problems beneficiaries (female and male) now face, how they are addressed, who (or what agency) is responsible for tackling them, and whether WFP staff are already playing roles (and what they may be) in protecting beneficiaries and project participants.
- *Gender policy development*. The concept of female-headed households should be examined to determine if all such households should be automatically targeted or whether some other indicator ought to be used to measure the vulnerability of women (e.g. high dependency ratios in households, *de jure* as compared to *de facto* female-headed households, the success of livelihood strategies of households where men may be absent, etc.).
- *Commitments to Women: Further Study*. Interestingly, one gender focal point said that she thought if the mechanisms were in place to implement the Commitments to Women, the benefits outlined in the Commitments to Women would automatically follow. Another senior staff member suggested that a comparison between the Gender Action Plans as written in 1996–97 and gender programming in country offices today would be sufficient to measure progress. In both cases such thinking demonstrates a faith in the Commitments themselves—that the Commitments (and their specific percentages) were well chosen in the first place, and that if transformed into Gender Action Plan activities and implemented faithfully, they will have the intended effect. Both assumptions should be rigorously tested in more detailed studies. If it is discovered that the impact is not as expected, or that the percentages and benefits are not attainable (or feasible), the Commitments themselves (including the percentages) should be reconsidered. It may be that rather than specific targets, relativistic targets should be set by each country office or unit (e.g. 50 percent improvement on 1995 figures).

54. Engendering programmes and projects is a lengthy, complex, and above all, resource demanding process. Previously WFP took relatively little account of how food aid was used by households, whether it promoted development, or if projects were designed in a participatory manner. Similarly, food—both in development projects and emergency operations—was assumed to be going to women and children, and no extraordinary efforts were made to ensure that it was. But part of the new emphasis on participatory, developmental, local, sustainable, and accountable assistance is the addition of gender. This package of innovations is consistent with the promotion of the rights-based relief regime that is evolving at WFP.

ANNEX

PERFORMANCE AND IMPACT INDICATORS FOR EVALUATING PROJECTS AND MEASURING PROGRESS TOWARDS MEETING THE COMMITMENTS TO WOMEN, 1999–2001

1. A variety of questions which could lead to identifying appropriate indicators for measuring progress in reaching the Commitments to Women emerge from the Mid-Term Review. The list below is not exhaustive and is meant to be illustrative. Country offices are encouraged to develop from these questions indicators which would be most useful in measuring progress, depending on the specific national context within which they are operating.

Commitment I: Provide direct access to appropriate and adequate food

A. *Target relief food distributions to households, ensuring that women control the family entitlement in 80 percent of operations handled and subcontracted by WFP.*

B. *Address micronutrient deficiencies in certain vulnerable groups of women, children and adolescents; and consider local eating and cooking habits in all operations.*

2. This Commitment is relevant to refugee, internally displaced, war-affected and relief operations undertaken by WFP. The fulfilment of target A concerns first the percentage of food carried away by women and secondly, what is meant by 'control'. It is important therefore to measure or determine:

- What is the number of female-headed and male-headed households receiving food at distribution sites?
- To what extent do people know their entitlements?
- What is the effectiveness of the distribution system for ensuring that full entitlements reach households?
- In which manner are household heads/food recipients selected and registered for receipt of food?
- Are changes in family status (marriages, new babies, divorces, deaths, etc.) regularly taken into account when registering people and distributing food?
- To what extent do the voiceless (e.g. the elderly, divorced women, the disabled) and poorest people receive food?
- Does receiving food place women in vulnerable (dangerous or insecure) situations/ positions?
- Who controls security at distribution sites and is it effective in protecting women?
- How is food used (cooked, sold, traded, eaten, given to second wives, etc.) within households and who makes decisions about its use?
- In what way do culture and patriarchy have an impact on the sharing and eating of food within a household?
- How (and how much) is food other than relief assistance obtained and eaten, and by which groups of people?

- What is the nutritional and micronutritional status of women, children and men?
- Are food commodities acceptable and can they be bartered?
- Does the food basket provide sufficient calories, and is it appropriate and nutritionally complete?
- Is it possible to prepare and cook relief food easily (and with little firewood, which also takes time to collect)?

Commitment II: Take measures to ensure women's equal access to and full participation in power structures and decision-making

A. *Ensure a lead role of women within all local decision-making committees on food management and in the management of the assets created by food-for-work projects.*

B. *Contribute to the United Nations goal of reaching gender equity by the year 2001, particularly in higher management positions.*

3. These are two quite different objectives, not necessarily related, and should be considered separately. To measure the success of empowering beneficiary women, an appropriate number of the following should be determined and/or measured:

- Are those groups (e.g. groups of land owners, local chiefs, villages, etc.) that select decision-making project committees or project leaders gender-balanced?
- What keeps such groups from being gender-balanced (e.g. membership through land ownership, or educational levels, relationship to chief, bribery of officials, etc.)?
- Do women have a role and a voice at the very lowest level (e.g. peasant associations, village committees, etc.)?
- Are women selected for leadership positions or decision-making committees because of their relationship to a man (e.g. wife or daughter of a chief)?
- Do women on committees speak out and make their views known, or are they only token members?
- Are the views of women on committees respected and acted upon?
- Do women directly or through representatives have a voice in selecting FFW activities, sites, work norms, or projects?
- Do women work on FFW activities, receive training and skilled (higher paid) positions equally with men?
- What assets are created on FFW projects, who benefits from them and are those beneficiaries gender balanced?
- Do the assets that are created by FFW actually empower women (meet their strategic needs) or do they only address their practical needs?
- On food management committees, do women have full control of all food distributed, or only certain (e.g. less valuable) foods?
- Do women on food management committees select beneficiaries, control access (and security), measure portions, handle complaints, control warehouses, set distribution dates and times, etc.—i.e. have full control of the process or only of less vital portions of it?

- Do women learn management and leadership skills, and gain more (self) respect, influence and status?
- Are women hired by NGOs or WFP or government partners in management positions?

4. With regard to gender equity in *recruitment of staff* at WFP, the following issues may be investigated when measuring progress:

- What is the (changing) proportion of men and women at all Professional and General Service levels?
- Are there cultural, social, economic or other factors that have an impact on the availability or suitability of women candidates?
- To which extent is affirmative action being used to hire women (or men)?
- What measures are managers taking in an attempt to reach gender equity among their own staff?
- Are managers who refuse to try to reach gender parity being disciplined by their supervisors?
- Is there evidence of a 'backlash' against hiring women?
- Are there legitimate grievances against affirmative action that should be taken into consideration?
- What efforts have been made to address unwarranted criticism of hiring women?

Commitment III: Take positive action to facilitate women's equal access to resources, employment, markets and trade

A. *Sixty percent of country programme resources will be targeted to women and girls in those countries where gender statistics demonstrate a 25 percent disadvantage of women as compared with men.*

B. *Fifty percent of education resources within a country programme are to target girls.*

C. *At least 25 percent of project outputs/assets created through FFW are to be of direct benefit to and controlled by women; at least 25 percent of generated funds are to be invested in activities aimed at the advancement of women; food aid is to be used as a leverage to obtain complementary national and international resources to improve the condition of women.*

5. This programme-oriented Commitment is crucial to women because, without meeting these requirements, female beneficiaries will not be empowered. To measure progress the following issues may be investigated:

- Has a baseline survey been conducted which demonstrates that in the country or project area there is a 25 percent 'gender gap' (e.g. in literacy and schooling, ownership of land and businesses, wage levels, political representatives at all levels, mortality rates, etc.)?
- How are programme resources used and are they deliberately targeted to women (details needed)?
- Do the documents governing the projects (e.g. LOU, MOU, Country Strategy Outline, etc.) give evidence that 60 percent of resources are targeted to females?

- Does the Country Office Gender Action Plan acknowledge the gender gap and the need to target resources to women and girls?
- Is there evidence to show that 60 percent of resources (training, food, credit, etc.) reaches females?
- Do women beneficiaries feel that their status, power and economic positions have been strengthened?
- What (changing) proportion or percentage do girls form of school enrolments, drop-outs, advancements, and completions?
- Why do girls leave school early or never attend (cultural, economic and social factors should be explored) and how can food aid address these problems?
- What special efforts are made by WFP to reach females in school (e.g. extra dry rations, special assistance to girls' boarding schools, help with women teachers' housing, latrine construction to offer girls privacy, etc.) and what is the total percentage of resources reaching girls?
- Are gender-disaggregated data regularly collected and disseminated on all of these benefits?
- What factors hinder WFP from providing 60 percent of its resources to girls?
- How are food-for-work projects, sites, goals and activities selected, and do women have a voice in this?
- What assets are created and who benefits from them?
- Do the assets that are created in food-for-work projects (e.g. water points) empower women or only meet their practical needs?
- Is food aid used as a leverage to obtain any policy goal, including the improvement of programming for women?
- Are any funds generated through food for work, who decides how they are used, and how are these invested?

Commitment IV: Generate and disseminate gender disaggregated data and information for planning and evaluation

6. All WFP monitoring and reporting will specify:

- *Men/women percentage share of resources received from food distribution*
- *Men/women share of benefits by category of activities*
- *Percentage of positions held by women in the planning and management of food distribution*

7. The following information is needed to measure progress:

- Are accurate gender-disaggregated data collected and disseminated in a timely fashion (they should be spot-checked to see if they are accurate) and if not, why not?
- Do the data cover: a)) the gender and number of people working on a food-for-work or income-generating activities, in training, obtaining credit and other benefits, benefiting from school feeding or relief projects; b) the extent to which men and

women benefit differently from projects (e.g. one may receive a higher wage, learn more or different skills, do different work, receive more benefits, acquire more assets, etc.); c) food distributed to men and women and to male-headed and female-headed households; d) roles of men and women in planning and management of food distribution, such as control of various commodities, coping with security and complaints, choosing beneficiaries, etc.; and e) how food is used at the household level.

8. Other issues to consider include:

- Are gender-disaggregated data used by management to change the project to benefit women?
- Are the data distributed to partners, donors, beneficiaries, etc.?

Commitment V: Improve accountability on action taken to meet the Commitments

- *Define the implementation and monitoring requirements of the Commitments in the contractual agreements with partners and in relation to the performance of WFP managers.*

9. To determine the extent to which the Commitments are implemented by partners, information regarding the following may be collected:

- What gender requirements are listed in the various documents binding partners (Memoranda of Understanding, Letters of Understanding, etc.)?
- What training in gender programming have partners had to implement the Commitments to Women?
- Do partners agree with the goals of the Commitments to Women and feel they should be implemented in the framework of WFP-supported projects?
- What cultural, religious, political, socio-economic, institutional or infrastructural factors inhibit partners from implementing the Commitments to Women?
- What efforts have partners made to render their projects gender-sensitive and to hire men and women in senior positions in their own organizations?

10. Finally, WFP managers are to be held accountable for implementing the Commitments to Women. This can be judged by measuring the gender sensitivity of their projects using a range of the indicators listed above, and by determining whether they have made an effort to employ female and male staff equally.

- Do MAPs reflect the requirements laid down for managers in the Commitments to Women?

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WFP EXECUTIVE BOARD DECISION 1999/EB.A/4

1999/EB.A/4 **WFP Commitments to Women: Mid-term review of implementation**

The Board considered the recommended strategies for intensified actions presented in WFP's Commitments to Women: Mid-term review of implementation (WFP/EB.A/99/4-B). The Board recommended that expenditures incurred in mainstreaming gender into the programming and implementation of WFP activities be funded from the Programme Support and Administrative budget. WFP was encouraged to continue to be pro-active in promoting gender concerns and to strengthen cooperation with other agencies, with the aim of sharing the lessons it has learned and learning from others. The Board also encouraged WFP to strengthen its focus on the strategic needs of women.

18 May 1999